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ABSTRACT

This document presents the text of a hearing on violence in U.S. schools. Opening statements and remarks by Representatives Jose E. Serrano , Nita M. Lowey, and Major R. Owens are presented. Serrano's opening statement notes that the focus of the hearing is on the roots and probable causes of violence; prevention through teaching of alternate methods of conflict resolution; and the federal role in providing the necessary assistance to local school districts in the prevention and reduction of school violence. Statements and/or prepared materials by the following persons are included: (1) Honorable David N. Dinkins, Mayor of the City of New York; (2) Joseph Fernandez, Chancellor, New York City Public Schools, Brooklyn, New York; (3) Fernando Ferrer, Bronx Borough President; (4) Arnold Goldstein, Special Education and Rehabilitation, Syracuse University, Syracuse, New York; (5) Frank Melia, Principal, Christopher Columbus High School, Bronx, New York; and (6) Rey Ramos, student, and Rafael Toro, teacher, James Monroe High School, Bronx, New York. (ABL)

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ED349507

# FIELD HEARING ON VIOLENCE IN OUR NATION'S SCHOOLS

## HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

## COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

SECOND SESSION

HEARING HELD IN BRONX, NY, MAY 4, 1992

**Serial No. 102-107**

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# FIELD HEARING ON VIOLENCE IN OUR NATION'S SCHOOLS

MONDAY, MAY 4, 1992

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR,
*Washington, DC.*

The committee met, pursuant to notice, at 11 a.m., at James Monroe High School, 1300 Boynton Avenue, Bronx, New York, Hon. Jose E. Serrano, presiding.

Members present: Representatives Serrano, Lowey, and Owens.

Mr. SERRANO. I would like to begin the hearing, and we would like all our people in the audience, our young people, to please give us your cooperation. We are doing something that is quite different, and that is to have a congressional hearing held in a school with an audience of students from the school for two reasons: (1) because of the importance of the issue; and (2) because we believe it is important for people like yourselves to be able to witness a congressional hearing.

Let me just clarify one point for everyone's information. This hearing was planned quite a long time ago; it was not planned after the unfortunate occurrences in Los Angeles. However, discussing these issues of violence inside our schools could not have come at a more appropriate time.

I would like to bid a good morning to all of you. The committee wishes to express its appreciation to the hosts for today's hearing, Bronx School Superintendent Joseph DeJesus, and the Principal here at James Monroe High School, Jimmie Warren.

I requested this hearing of the Subcommittee on Elementary, Secondary, and Vocational Education, to discuss the escalating crisis of violence inside schools here in New York and across the country. Our focus will be on three aspects of the problem:

First, the roots and probable causes of the violence;

Second, prevention through teaching of alternate methods of conflict resolution; and,

Third, the Federal role in providing the necessary assistance to local school districts in the prevention and reduction of school violence.

I have been shocked and deeply saddened by reports of innocent children being killed while in classrooms and elsewhere on school property, which we have always considered to be quiet and safe from harm. We considered schools to be immune from the ills of

our society: illegal drugs and gang violence. Unfortunately, throughout the years we have learned that they are not. Elementary- and high-school-age children are toting knives and guns to school; in some instances, they say, to protect themselves from other threatening students. Other students carry guns because society has misguided them to think that carrying a gun makes them important, makes them a big person.

Too often, at the movies and on television, children see disputes being solved violently. According to a national crime survey, almost three million crimes occur on or near school campuses every year; sixteen thousand per school day, one every 6 seconds. The Federal Center for Disease Control estimates that on any given day 1 in 800 students may have carried a gun to school.

On February 26 two students were shot and killed by a fellow student in Thomas Jefferson High School in Brooklyn. There were 13 security guards in the school at the time of the shooting; the guards are unarmed. Although often less publicized, violence inside schools is happening in small towns as well as in urban areas throughout the country, like New York City, Chicago, Los Angeles and other major cities.

In September of 1991, for instance, in Crosby, Texas, a county of only 17,300 people, a 17-year-old varsity football captain was killed in the school cafeteria by a 15-year-old girl armed with a 38-caliber revolver. In February of this year, at Valley Point Middle School in Georgia, a 13-year-old boy went to school with a loaded 22-caliber rifle and took the teacher and the classroom hostage.

As we in Congress reauthorize funding for many elementary and secondary education programs, we must keep in mind that today young people are being killed in the very classrooms where these programs were intended to be taught. We dare not postpone action in the fervent hope that it never happens in our school.

We need to take immediate steps to help to guarantee the safety of our children. They must be taught that there are wiser, more sensible, and safer ways to resolve conflicts. If disputes in the home escalate into verbal or physical violence, it is likely the young people in that home are learning by example to use violence.

With this in mind, I have introduced "The Classroom Safety Act of 1992." This legislation would make grants to local educational agencies most directly affected by school violence and crime to fund programs aimed at prevention and reduction of a dangerous environment. The legislation would provide funding for a variety of programs, including: Counseling for students and teachers affected by violence; conflict resolution and peer-mediation training for teachers and students; and the purchase of crime-prevention equipment, including metal detectors and video devices.

This bill, ladies and gentlemen, is geared to deal with this very serious problem in our schools by addressing the whole problem rather than the direct effect of getting rid of weapons. The Mayor and the Chancellor should not have to choose between remedial classes and computers, on one hand, and metal detectors for safety on the other. If extra security measures prove necessary, then money from already insufficient funds must be further divided.

Steadily over the last 12 years, the Federal administration in Washington has backed away from its responsibilities to our chil-

dren. Violence inside schools is a recent symptom of a much deeper illness. Before violence reaches the school, it already has a strong hold on that school's community. Communities will have to take back their schools, just as many grassroot organizations and parent groups have had to do with their streets.

My legislation, if enacted, would certainly address the most immediate needs of keeping guns and other weapons out of the schools and providing conflict-resolution training for teachers and students. However, every parent, every guardian, every preacher, every counselor, every adult who is part of a child's life, bears the burden of responsibility for teaching that child about the value of life.

There is a message in these acts of violence in schools; our young people are crying out for attention, for love. They may not be getting that love at home. They may not be getting that encouragement in the classroom. I hope that here today we can begin by assuring these bright and beautiful children who are here in this auditorium, that we love them and care about them.

If we lived in a society where equal opportunity in education was a priority, we would see fewer young victims of violence, fewer children trapped in a vise of poverty and despair.

Finally, I want to bring a special message to the students here today: We know that most of you, hopefully all of you, have never carried a gun or other weapon; that the majority of you have never resorted to violence in a fit of anger. And to that great majority of you I express my thanks and admiration. You are doing the right thing. Continue your education; make your family proud, and be a proud symbol of your community.

I salute you.

[Applause.]

[The prepared statement of Hon. Jose E. Serrano follows:]

STATEMENT OF HON. JOSE E. SERRANO, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Good morning everyone, and welcome to this congressional hearing on a very important subject, the alarming increase of violence in our Nation's schools. Joining me today are Representative Major Owens from Brooklyn, and Representative Nita Lowey from Westchester County. This is a field hearing of the Subcommittee on Elementary, Secondary and Vocational Education.

The committee expresses its appreciation to the hosts for today's hearing, Bronx Schools Superintendent, Joseph Dejesus, and the principal here at James Monroe High School, Jimmie Warren.

I requested the subcommittee to hold this hearing to discuss the escalating crisis of violence inside schools here in New York and across the country.

Our focus will be on three aspects of the problem:

First,the roots and probable causes of the violence;

Second, prevention through teaching of alternative methods of conflict resolution; and

Third, the Federal role in providing the necessary assistance to local school districts in the prevention and reduction of school violence.

I have been shocked and deeply saddened by these reports of innocent children being killed while in classrooms and elsewhere on school property which we have always considered to be quiet refuges from harm. We considered schools immune from the ills of our society: illegal drugs and gang violence. Unfortunately, we have learned they are not.

Elementary and high-school-age children are toting knives and guns to school—in some instances, they say, to protect themselves from other threatening students.

Other students carry guns because society has misguided them to think carrying a gun makes them important, big people. Too often at the movies and on television, they see disputes being solved violently.

According to a national crime survey, almost three million crimes occur on or near school campuses every year—16,000 per school day, one every 6 seconds.

The Federal Centers for Disease Control in Atlanta, estimate that on any given day, one in 800 students may gave carried a gun to school.

On February 26, two students were shot and killed by a fellow student in Thomas Jefferson High School, in Brooklyn. There were 13 security guards in the school at the time of the shooting. The guards were unarmed.

Although often less publicized, violence inside schools is happening in small towns as well as in the urban enclaves of New York City, Chicago, Los Angeles and other major cities.

In September of 1991, in Crosby, Texas (a county of 7,304 people), a 17-year-old varsity football captain was killed in the school cafeteria by a 15-year-old girl armed with a .30-caliber revolver.

In February of this year, at Valley Point Middle School (Dalton, GA), a 13-year-old boy went to school with a loaded .22-caliber rifle and took his teacher hostage in a classroom.

As we in Congress reauthorize funding for many elementary and secondary education programs next year, we must keep in mind that today children are being killed in the very classrooms where these programs were intended to be taught.

We dare not postpone action in the fervent hope that it never happens at "our school."

We need to take immediate steps to help guarantee the safety of our children. They must be taught that there are wiser, more sensible, and safer ways to resolve conflicts.

If disputes in the home escalate into verbal or physical violence, it's likely the children in that home are learning by example to resort to violence.

With this in mind, I have introduced "The Classroom Safety Act of 1992." This legislation would make grants to local educational agencies most directly affected by school violence and crime to fund programs aimed at prevention and reduction of a dangerous environment.

The legislation would provide funding for a variety of programs including:

Counseling for students and teachers affected by violence in the school;

Conflict resolution and peer mediation training for teachers and students; and

The purchase of crime prevention equipment, including metal detectors and video-surveillance devices.

Local educational agencies in our Nation's cities are currently operating under severe budget constraints and will need Federal funds to help pay for this added burden of increased safety procedures and counseling.

This is especially true here in New York City. We have over a million children in our schools, and its a painful choice to be asked to pay for metal detectors, and extra security guards, when you are stretching your budget to buy new books and pay your teachers.

The Mayor and the Chancellor should not have to choose between remedial classes, and computers on the one hand; and metal detectors for safety on the other. If extra security measures prove necessary, then money from already insufficient funds must be further divided.

Steadily, over the last 12 years, this administration has backed away from its responsibilities to our children.

Violence inside schools is a recent symptom of a much deeper malaise. Before violence reaches the school, it already has a strong hold on that school's community.

Communities will have to "take back their schools" just as many grassroots organizations and parent groups have had to do with their streets.

My legislation, if enacted, would certainly address the most immediate needs of keeping guns and other weapons out of the schools, and providing conflict resolution training for teachers and students.

However, every parent, guardian, preacher, counselor—every adult who is a part of a child's life, bears the burden of responsibility for teaching that child about the value of life.

There is a message in these acts of violence in schools. Our children are crying out for attention, for love. They may not be getting that love at home. They may not be getting the encouragement they seek in the classroom.

I hope that here today, we can begin by assuring these bright and beautiful children in this auditorium that we do love them and care about them.

If we lived in a society where equal opportunity in education was a priority, we would see fewer young victims of violence, fewer children trapped in a vise of poverty and despair, illiteracy and disenfranchisement.

Finally, I want to say to the students here today, we know that most of you never carried a gun, or other weapon . . . that the majority of you have never resorted to violence in a fit of anger. And to that great majority of you, I express my thanks and admiration. You are doing the right thing. Continue your education. Fight the good fight. Make your family proud. And be a role model for your community. I salute you.

Mr. SERRANO. I am Congressman Jose Serrano who represents this district in the United States Congress. We are joined at my right by a member of the committee, a Congresswoman from Westchester County, Nita Lowey.

[Applause.]

Mr. SERRANO. Also to my right is a dear friend and someone I have known for a long, long time and have served together with in the State legislature, that's the Congressman from Brooklyn, Major Owens.

[Applause.]

Mr. SERRANO. We will hear from both of our colleagues, but right now we want to move right into the hearing because we have with us a person who has a very tight schedule, a person, who this weekend showed leadership that kept our city believing in itself and not believing in anything that was wrong. He showed anger; he showed compassion. We, who have known him for a long time, know that all he did this weekend was to show us what we knew he is made of: Compassion and leadership.

The Mayor of the city of New York, David Dinkins.

[Applause.]

Mr. Mayor, on behalf of my colleagues, Mr. Owens, Mrs. Lowey and the whole subcommittee and the Committee on Education and Labor, we thank you for joining us today and for offering testimony at this congressional hearing.

## STATEMENT OF HON. DAVID N. DINKINS, MAYOR OF THE CITY OF NEW YORK

Mayor DINKINS. Thank you very much Mr. Chairman. Congressman Serrano and Congressman Major Owens and Congresswoman Nita Lowey, we are all long-time friends, and I have great respect and affection for each of them.

If I may, Mr. Chairman, before I deliver my prepared text, and as you can see I am joined here by Gail Brewer, on my left, who is the liaison to our Washington office for Deputy Mayor Bill Lynch, who sits to my right. But before I deliver this testimony, if I might say just a word.

You were very kind and generous in making reference to what happened in our city this past few days. We were fortunate, we were fortunate, no question about it. It is an outrage what happened in Los Angeles. The Rodney King verdict was a miscarriage of justice, no question about it. There was police brutality there for the world to see, and yet they were not convicted. So since we know, all of us, that there exists in our country, in many cities, including New York City, very tense situations born of an absence of

resources, deprivation, failure of the Federal Government over a long period of time to give us our due, so we know that almost anything could have set this off. So it is important to understand that while we recognize there is no excuse for violence, no justification for destruction of property and injury to people, and loss of life, we must understand that the underlying cause remains, and we have got to address it.

We have got to address it nationwide, and that is why the march on Washington on May 16th is so important. So I know that they will be there, and we will be there, and I hope that many of you will be there. We are working hard now to get busses so that those who cannot afford to pay their way will be able to go.

Incidentally, this is not a partisan effort. It is being led by the U.S. Conference of Mayors, Republicans and Democrats, going forth for a worthwhile cause for our country.

Thank you for permitting me to say those words.

[Applause.]

I am grateful for this opportunity to testify before the Subcommittee on Elementary, Secondary and Vocational Education on the issue of violence in our schools. I am particularly pleased that you have convened this hearing at James Monroe High School in New York City because I believe that our city provides an ideal model for our Nation's schools in the way we have addressed the need to enhance the protection of our students while teaching them alternative ways to handle their anger and minimizing the opportunity for violence in and around our schools.

I would also like to commend your leadership on this issue, Mr. Chairman, through the introduction of H.R. 4538, the Classroom Safety Act of 1992, which would authorize one hundred million dollars in funding per year, for 3 years, to local educational entities, to support school-based anti-crime and safety measures, counseling for victims and witnesses of school-related crime and necessary equipment and training.

It is critically important that the Federal Government recognize that preventing the opportunity for crime within our schools is one of the primary ways to reduce violence throughout our communities. This type of innovative program will allow cities like New York to provide quality education without the element of fear of attending school.

My deep personal concern for the safety and well-being of our young people is reflected in this administration's major safety initiatives; from the "Safe Streets, Safe City," which is subtitled "Cops and Kids," to the "Increase the Peace Corps" initiative, to the recent development of the School Security Plan. As you know, Cops and Kids is a comprehensive approach to street crime by enhancing the patrol strength of our city's three police forces, while at the same time investing money in our youth through the establishment of after-school programs, community centers and conflict-resolution programs.

We all understand that it costs an awful lot less to educate than it does to incarcerate. And so it makes a lot of sense. And when we look at that which the law says we must provide for those who are incarcerated and look at what we have not the ability to provide for those who are law abiding and out here struggling and trying

to make a way, we know something is wrong. We have got to find a way, Mr. Chairman, to address those things.

Our school security plan, which was developed with the New York City Board of Education, after the tragic incidents at Thomas Jefferson High School, infuses an increase, an increase of twenty eight million dollars into our schools for increased security patrols, increased personnel, security hardware such as magnetic door locks and metal scanners and conflict-resolution programs.

Our security plan is not designed to turn our schools into a military camp. We simply want to enhance the protection of students by keeping the guns outside and keeping the adult/non-students who prey on our students outside as well.

It is a tragic reality that nationally one out of 25 American students brings a gun to school on any given day in this country. Our school security plan also includes funding to expand conflict-resolution programs, which have proven to be an invaluable method for rechanneling feelings of aggression and anger among children to more positive outlets.

In addition to conflict-resolution programs which are specifically modeled to address feelings of aggression and bias, our schools have recently implemented an anti-gun curriculum known as "Straight Talk About Risks." It spells out STAR. Developed by the National Center to Prevent Handgun Violence, this innovative program is designed to educate students about the danger of using guns and to teach them conflict-resolution techniques so that they may resolve their disputes without resorting to violence.

You know, it is not just young people, adults as well, you can envision two adults, one in one car, one in another car, and one has been waiting for all of 90 seconds for a parking space because there is a car at the curb with the motor running, so you assume that car is going to leave and so they sit there double parked, and as that car leaves the curb another car comes down the street, makes a U-turn and zips into that space. Well, by God, that's fighting words. I mean, you just don't do that. And if at such a time a gun is available, somebody might use it, and the result is injury or death. And it is not just one person that is affected. The shooter is affected; the families of both the victim and the shooter, they are affected as well. So conflict-resolution programs are important to everybody, especially important to our young people, of course, because they are specifically modeled to address feelings of aggression and bias.

Our schools have recently implemented an anti-gun curriculum known as STAR and we know that it is going to help. Developed by the National Center to Prevent Handgun Violence, this program is designed to educate students—which the rest of us might do well to listen to—about the dangers of using guns. This program is now at 26 middle or intermediate schools throughout our city. By the middle of the 1992-93 school year, we will reach all levels, from kindergarten to the 12th grade. Clearly, early intervention is the key to saving lives and preventing tragedy.

Last year there were more than 6,000 shootings in our city. More than 500 of the victims of these shootings were children under the age of 16. Often the shooter is also a child, no more than a baby in a relative sense, and to see them ruin their lives or lose their lives at such a tender age, we just know that we have got to do better.

During this school year alone there have been 10 incidents involving firearms within our city schools: three student homicide victims and three people sustaining injuries, including a teacher. In addition, 110 handguns and more than 1,000 other weapons have been confiscated from students this year alone.

I find it reprehensible when young people choose to commit violent acts or to settle their arguments through violence, but I cannot find it in my heart to blame young people alone. As adults we have the responsibility to make their lives a little less difficult and a lot less dangerous, a philosophy which continues to shape our administration's initiatives.

We established through Executive Order an office known as "Increase the Peace Corps." It is a neighborhood resident participation project in which we are going to recruit a thousand volunteers; we have almost that many now. They are trained in how to promote awareness of the diversity of our communities; trained in conflict resolution; trained in how to keep some molehills, molehills, and not let them become mountains. Incidentally, these people range in age from 14 to 82; all five boroughs, all ethnic and religious groups. Some of them even live outside the city and work inside the city. We know that it can help.

One important strength of our city is its historically rich mosaic of ethnic and racially diverse peoples. Another program underway that is designed to increase the peace and the safety in our schools and throughout our communities is a citywide violence prevention program. This program is being developed under the auspices of the Deputy Mayor for Health and Human Services, Caesar Perales; and under the direction of the New York City Health Commissioner, it will approach the problems of violence by addressing the underlying social and psychological causes of crime.

The Safe Passage Program of the Human Resources Administration, in conjunction with the Board of Education, was established to create safe corridors to schools located in neighborhoods with high rates of crime and drug trafficking. In addition, the Transit Authority operates a series of trains with enhanced security for students traveling home after school.

Our responsibility as adults must also involve our efforts to control the increasing proliferation of firearms in our communities and the increasing access of such weapons among our youth. The tragic reality shared by major urban centers throughout our country is that our young are increasingly exposed to violence by either witnessing violence and homicides or being the victims of them. In New York City, homicide is the leading cause of death among 15- to 19-year olds, and the third leading cause of death among those between the ages of 10 and 14.

That is why I worked so hard last summer with the Police Commissioner and the Deputy Mayor for Public Safety, who at the time was Milton Mollins, to seek the City Council's approval and enactment of a total and absolute ban on assault weapons within New York City. The strongest local ban on these weapons of war that exists anywhere in our Nation.

I can tell you that when I came to the City Council Chamber to testify before a Council Committee on this legislation, they booed me walking in, they booed me and interrupted my testimony while

I was speaking, and they booed me as I left, because that room was packed with members and supporters of the National Rifle Association. It should have been packed with parents and concerned community people who know that nobody goes to hunt ducks and deer with an AK-47, but we were not there in those kinds of numbers. It is important that we be there.

Fortunately, our Council passed that legislation; I have now signed it into law. As the weapons of choice among drug dealers and organized crime, the death toll from weapons like these include a rising number of unintended innocent targets and a startling number of them are children. It was very disappointing to me that the conferees on the Omnibus Crime Bill dropped from the final agreement, in Washington, a provision to establish a national ban on semi-automatic assault weapons which would effectively stem the flow of illegal guns into our cities.

I know that my friends in the Congress will continue to work with this. You see, it does little good if we have a local ban on certain kinds of weapons if they can be purchased elsewhere and then come into New York City. As a matter of fact, we confiscate in New York City 19,000 guns a year, and because the Federal Firearms and Tobacco and Alcohol people have the capacity to trace, we know that 95 or 96 percent of these guns come from outside the city. That is why we have been working with our friends in the Congress to ensure the passage of the Brady bill which would establish a national waiting period for those seeking to purchase handguns. This mechanism will give local authorities sufficient time to conduct background checks on those who seek to buy handguns. The way it is today—not in New York but in certain other jurisdictions—you can just walk in and buy a gun. Nobody knows what your background is, whether or not you are likely to be violent, whether or not you have been convicted of crimes. They don't know. That's not true in New York, but it is true elsewhere.

More importantly, if we get this legislation it will help to eliminate the number of illegal firearms brought into our city; that alone will help us. You know, we have an amnesty program now where people turn in guns and they get $25, $50, $75 dollars, and it is working well. We have got well over a thousand guns that have been turned in. Of course one gun helps. People say, "Well, you expect that a criminal is going to hand in a gun?" And our response is that we know that a hardened criminal is not going to hand in his working hardware, but the idea is that if you get guns off the street, you are less likely to have the use of a gun.

You will all perhaps recall reading in the press in the last several days wherein a very prominent figure who once held public office in our city expressed how depressed he was at a certain time in his administration, and that he contemplated suicide. He wrote this, not me. He said that perhaps if he had had a gun he might have taken his life. Quoted testimony to how dangerous it is to have handguns around.

My friends, I appeal to you to impress upon your colleagues the critical need to enhance Federal support for initiatives such as the Classroom Safety Act and related crime prevention measures, as well as educational aid. Such support would be a vital investment in our country's youth.

For the audience, Mr. Chairman, may I say that I know that you, Congressman Serrano, and you Major Owens, and you Congresswoman Lowey, you don't need to be told, that is why you are having these hearings, to compile evidence to take back to your colleagues. So let no one in this audience misunderstand. These people are in the vanguard of the effort to get these kind of things, and I consider it a real privilege to be permitted to testify.

Thank you very much.

[Applause.]

[The prepared statement of Mayor Dinkins follows:]

STATEMENT OF HON. DAVID N. DINKINS, MAYOR OF NEW YORK CITY

Congressman Serrano, thank you for giving me the opportunity to testify before the Subcommittee on Elementary, Secondary and Vocational Education on the issue of violence in our schools.

I am particularly pleased that you have convened this hearing at James Monroe High School in New York City because I believe that our city provides an ideal model for our Nation's schools in the way we have addressed the need to enhance the protection of our students while teaching them alternative ways to handle their anger and minimizing the opportunity for violence in and around our schools.

I also would like to commend your leadership on this issue through the introduction of H.R. 4538, The Classroom Safety Act of 1992, which would authorize $100 million in funding per year, for 3 years, to local educational entities to support school-based anti-crime and safety measures, counseling for victims and witnesses of school-related crime and necessary equipment and training.

It is critically important that the Federal Government recognize that preventing the opportunity for crime within our schools is one of the primary ways to reduce violence throughout our communities. This type of innovative program will allow cities like New York to provide quality education without the element of fear of attending school.

My deep personal concern for the safety and well-being of our young people is reflected in this administration's major public safety initiatives—from the "Safe Streets, Safe City" to the "Increase the Peace Corps" initiative to the recent development of the School Security Plan.

As you know, the "Safe Streets" program, commonly referred to as "Cops and Kids," is a comprehensive approach to street crime by enhancing the patrol strength of our city's three police forces, while at the same time, investing money in our youth through the establishment of after-school programs, community centers and conflict resolution programs.

Our School Security Plan, which was developed with the New York City Board of Education after the tragic incidents at Thomas Jefferson High School, infuses an increase of $28 million into our schools for increased security patrols, increased personnel, security hardware such as magnetic door locks and metal scanners and conflict resolution programs.

Our Security Plan is not designed to turn our schools into a military camp—we simply want to enhance the protection of students by keeping the guns outside, and keeping the adult/non-students who prey on our students outside.

It is a tragic reality that nationally, one out of 25 American students brings a gun to school on any given day in this country.

Our School Security Plan also includes funding to expand conflict resolution programs, which have proven to be an invaluable method for rechanneling feelings of aggression and anger among children to more positive outlets.

In addition to conflict resolution programs which are specifically modeled to address feelings of aggression and bias, our schools have recently implemented an anti-gun curriculum known as "Straight Talk About Risks" (STAR).

Developed by the National Center to Prevent Handgun Violence, this innovative program is designed to educate students about the dangers of using guns and to teach them conflict resolution techniques so that they may resolve their disputes without resorting to violence.

This program is now utilized at 26 middle or intermediate schools throughout our city; by the middle of 1992-1993 school year, we will reach all levels, from kindergarten to 12th grade.

Clearly, early intervention is the key to saving lives and preventing tragedy.

Last year, there were more than 6,000 shootings in our city. More than 500 of the victims of these shootings were children under the age of 16. Often, the shooter is also no more than a child.

During this school year alone there have been 10 incidents involving firearms within our city schools, with three student homicide victims, and three people sustaining injuries, including a schoolteacher. In addition, 110 handguns and more than a thousand other weapons have been confiscated from students this year.

Now, I find it reprehensible when young people choose to commit violent acts or to settle their arguments through violence. But I cannot find it in my heart to blame young people alone.

As adults, we have the responsibility to make their lives a little less difficult and a lot less dangerous, a philosophy which continues to shape my policy initiatives.

I established through Executive Order an office known as "Increase the Peace Corps" which is a neighborhood resident participation project in which 1,000 volunteers have been trained to participate actively in the life of their communities to promote awareness of diversity and the need for mutual respect.

One important strength of our city is its historically rich mosaic of ethnic and racially diverse peoples.

Another program underway which is designed to increase the peace and safety in our schools and throughout our communities is a citywide Violence Prevention Program.

The program which is being developed under the auspices of the Deputy Mayor for Health and Human Services, Cesar Perales, and under the direction of the New York City Mental Health Commissioner will approach the problems of violence by addressing the underlying social and psychological causes of crime.

The Safe Passage Program of the Human Resources Administration in conjuction with the Board of Education was established to create safe corridors to schools located in neighborhoods with high rates of crime and drug trafficking.

In addition the Transit Authority operates a series of trains with enhanced security for students traveling home after school.

Our responsibility as adults must also involve our efforts to control the increasing proliferation of firearms in our communities and the increasing access of such weapons among our youth. The tragic reality shared by major urban centers throughout our country is that our young are increasingly exposed to violence by either witnessing violence and homicides or being victims of the same.

In New York City, homicide is the leading cause of death among 15 to 19 year olds and the third leading cause of death among 10 to 14 year olds.

This is why I worked tirelessly last summer with Police Commissioner Lee Brown and the Deputy Mayor for Public Safety to seek the City Council's approval and enactment of a total and absolute ban on assault weapons within New York City, the strongest local ban on these weapons of war in our Nation.

As the weapons of choice among drug dealers and organized crime, the death toll from these weapons include a rising number of unintended innocent targets and a startling number of children.

It was very disappointing to me that the conferees on the Omnibus Crime Bill dropped from the final agreement a provision to establish a national ban on semiautomatic assault weapons which would effectively stem the flow of illegal guns into our cities.

I have also worked with your colleagues to ensure the passage of the Brady Bill which would establish a national waiting period for those seeking to purchase handguns. This mechanism will give local authorities sufficient time to conduct a background check on those seeking to buy handguns.

More importantly, it will help eliminate the number of illegal firearms that are brought to our city.

I feel strongly that these measures are important means to addressing the safety of all of our citizens, however, the city cannot bear this burden alone.

I appeal to you to impress upon your colleagues the critical need to enhance Federal support for initiatives such as the Classroom Safety Act and related crime prevention measures, as well as educational aid.

Such support would be a vital investment in our country's youth.

Mr. SERRANO. First of all, Mr. Mayor, I want to thank you for your testimony and thank you for your timing, because we are trying something that my colleagues are not aware of, and that is that when the change of period takes place we will get a new audience. And it is in my desire as an old school professional and para-

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professional to have young people involved in a congressional hearing.

This morning we will be hearing from Chancellor Fernandez, Borough President Ferrer, a teacher, a student, a principal, and an expert on youth aggression.

Mr. Mayor, part of the news media has reported that now the issue of guns in the schools has also begun to affect private schools where supposedly the students were hand picked and they came from, quote, unquote, "stable families," and "stable communities." We know of your constant leadership in the area of trying to get those at the bottom of the totem pole to be a part of the society, yet we are beginning to see that the whole issue of violence and guns affects other parts of the community. Is it your experience that the issue of weapons in the classroom, in the school building, goes beyond the issue of poverty and of injustice and a desire of some sort of equality and runs into other areas of just violence in general?

Mayor DINKINS. Yes, I think that is true. I think that is true. As a matter of fact, I make the observation that even if we were able to prevent any guns at all from coming into any school, public or private, these weapons would still exist outside of the school, in the street, making it unsafe for children, for the rest of us. So we have got to do all of the things necessary, starting with getting rid of the guns in the fist place, at all levels. Then, of course, we have got to do—we have got to provide the kind of resources and opportunity options for young people so that there is no desire to turn to violence, in the first place.

I am really grateful for this opportunity.

Mr. SERRANO. Thank you. We don't want to keep you too much longer, but I did want my colleague, Congressman Owens, to direct a question to you.

Mr. OWENS. I don't really have a question, Mr. Mayor, I just want to thank you for being here to support Mr. Serrano's legislation. This is the only concrete piece of legislation dealing with school safety.

You hear a lot of talk in Washington about education and actually one of the six goals of the present Governor deals with making schools safe, but we don't get beyond talk in Washington. The "education President" never does anything more concrete than that.

I want to congratulate you on your leadership for the past few days, and to congratulate you on your leadership in helping to organize a march on Washington because all of the students here often hear that education is a local matter, it is not a Federal matter, the local government, the State government should take care of it. That Constitution was written a long time ago, and if we are going to survive as a Nation the Federal Government is going to have to do more to deal with the concrete problems that our schools face. It is our money.

The Federal Government has a very arrogant attitude and they say we should not be bothering them about trying to bring money back to our schools and back to our cities, but it is our money. All taxes come from the local level; they generate out of the pockets of people who work. Senator Moynihan has shown with his statistics

that last year New York State paid into the Federal Government twenty-three billion dollars more than it got back from the Federal Government, in terms of programs and aid. And that has been going on for years.

So it is our money.

I congratulate you on your leadership and forging the way for all mayors in all cities and all people throughout the country who live in inner cities to understand that we are only demanding that Washington do its duty and send back the money to meet the problems that we are facing in our cities.

Thank you.

Mayor DINKINS. Thank you.

Mr. SERRANO. I'd like to have a comment from Congresswoman Nita Lowey.

Mrs. LOWEY. Thank you very much, and I want to congratulate my colleague, Jose Serrano, with whom I serve on the Education and Labor Committee. Jose has been a leader and it is truly a privilege for me to be here and to serve with my colleague. And I want to thank the good Mayor with whom we have fought many battles. We will continue to fight, and we are not going to give up. I just want to tell you not to feel too badly. All through Westchester the NRA follows me and they boo me too, but we are not going to give up. We have passed gun control legislation in the House, in spite of the NRA's PAC contributions, and we won that battle. I am sorry that the other parts of government have been caving in to the NRA, but we are not going to give up because we owe it to all the people here to solve this problem once and for all.

I want to congratulate you on the events of the last few days. And I want to congratulate all of the people in the audience, because you and I know that all the public officials can't do it alone. And I often say to my constituents, if you look to the right and you look to the left and we make sure that everyone does what they are supposed to do and keeps things cool—[Applause]—we can keep the peace.

I am interested in pursuing with you the needs of New York City, specifically with regard to metal detectors, and also with regard to successful education programs such as DARE or the Student Assistant Services Program. I know that we have to get to the root causes; I know we have to deal with housing and health care and all the other things that we have an obligation to produce for our communities, but I feel so strongly, Mr. Mayor, that one of our top priorities must be to keep our schools safe. When I have a student come to me from one of my local high schools—and we had two deaths recently—and she said, "You've got to help us. You've got to help us. We're afraid to come to school." Well, that is absolutely wrong and we have an obligation to work together to make sure that at least our schools are safe.

I look forward to continuing working with you to see that although metal detectors and anti-drug education programs may not be the whole answer, at least it is a strong beginning while we continue to fight for all the other resources we need. So I want to thank you so much for coming here. Let's continue to work together.

Mayor DINKINS. Thank you.



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[Applause.]

Mr. SERRANO. Mr. Mayor, on behalf of the committee I want to thank you for coming and just ask you one last favor, because I know how much you love young people: When you walk out and the press follows you, tell them when they finish asking you all the questions about this weekend to come back, because we have some students here with some testimony that should make the news this afternoon.

Mayor DINKINS. I understand. I will.

Thank you very much.

[Applause.]

Mr. SERRANO. There is going to be a change of class, let me explain to the students in the audience. You keep hearing mention of the NRA, the National Rifle Association. It is probably one of the most powerful groups in the Nation. It collects money from people who have gun licenses and then it opposes any legislation that would stop the sale and use of weapons of destruction in this country. And you should know that the National Rifle Association believes that you have a constitutional right to have a gun, but says, "We are only talking about guns for hunting."

[Pause.]

Mr. SERRANO. For those students who are coming into the auditorium at this moment, please go to your seats quietly; and let me take a moment to explain to you that I, Congressman Serrano and Congressman Owens from Brooklyn, wanted very much for this committee, Education Committee hearing, to be held in a school with an audience made up of students of that school, so that you could see first hand how a congressional hearing is conducted and be a part of the work that is taking place today.

This hearing was planned way before the situation in Los Angeles took place. It is fortunate for us that we have the witnesses that we have today, who, by testifying, will help us with legislation I have introduced to deal with the issue of safety in the classroom.

To my right, I am joined by Congressman Major Owens from Brooklyn, and I am Congressman Serrano right here from this district in the South Bronx.

Mr. SERRANO. We will continue our hearing today with our next witness, who is a man who needs no introduction in this auditorium. A person who we must say publicly, has gone into the classroom, spoken to the young people, spoken to the teachers, and dealt with the parents in a desire to deal with this very serious problem of school violence.

I would like to introduce to you our next witness, and to welcome him before the committee, Bronx Borough President, Fernando Ferrer.

Mr. FERRER. Thank you, very much.

Mr. SERRANO. Mr. Ferrer, before we go on, just for the record, for you and for all the other witnesses, all of your written testimony will be entered in the Congressional Record. Therefore, we ask all witnesses to summarize their testimony, hopefully in 5 minutes, so that the panel may be able to ask questions.

Mr. FERRER. I'll be very happy to do that.

## STATEMENT OF FERNANDO FERRER, BRONX BOROUGH PRESIDENT

Mr. FERRER. Thank you, first, Congressman Serrano for the generosity of your introduction. I am delighted and grateful to be with you and Congressman Owens and to have this opportunity to address the House of Representatives Subcommittee on Elementary, Secondary and Vocational Education.

There is much that we can discuss, much that we can debate about our schools and about our educational process. We can analyze at length different theories about what our young people should be taught and learn, on the relative merits of different teaching methods, and the comparative merits of specified subjects, but what we are here to discuss today is not or at least should not be burdened by the nuances of a prolonged review. The problem is straightforward and clear, the effects are obvious. Simply stated, our schools are besieged with violence.

Our young people are too often too frightened to learn the way they should, and our teachers are often too endangered to teach as they should. The only point not precisely clear is what we are all going to do about it.

The classic tales of hardship many of us grew up with have become familiar cliches by now. We heard about the parent or grandparent who walked miles to get to class. Everyone in this auditorium has read about Abraham Lincoln studying his lessons by the dim light of a single candle. In our city of immigrants and migrants, we are not unfamiliar with many young students who had to work in their parent's store. But these trials, great as they may have been, pale in comparison to what many of our young people today must face and endure.

What other generation of American children had to fear for their very lives while they should be concentrating on their subjects? What other generation of American teachers face violence as perceptible and real as that in the battle zone? There is no challenge more fundamental or important than this. There is no task more vital for the future of our cities, our Nation, and our people.

If a foreign power threatened one of our schools, if some terrorist organization jeopardized a classroom of our children, our entire national government would swing swiftly and effectively into action; well, we would win that fight as we should win this one, quickly and decisively.

Distinguished Members of Congress, our children are being threatened, as you well know. Our schools are in jeopardy, children are being injured and killed, and parents are being threatened in their very own schools.

We in the Bronx have mounted a drive doing what we can at this most local of levels to meet the challenge. My recently announced "Victory Over Violence" campaign seeks to involve young people and institutions throughout the borough. It is through education and in the schools where we must break forever this cycle of violence. Many elected officials and community leaders have joined in this effort.

Victory Over Violence will be the theme of our annual Bronx Week celebration, culminating in a major unity parade to be held

on May 31st. All of our marchers will wear Victory Over Violence banners and buttons, and numerous floats and school groups in the parade will highlight this vital theme.

But the Classroom Safety Act of 1992, Congressman Serrano, your Classroom Safety Act, sounds a clear and essential signal. It provides the initial financial armament so desperately needed to protect our children. It seeks to start turning back the tide of three million crimes occurring at or near our schools. We live in complex times. We deal with complicated issues. We face many challenges, but this issue demands our immediate attention, and few of us are naive to believe for a moment that the erection of metal detectors or the placement of school security officers will completely stem the tide of weapons. But your legislation, Congressman Serrano, your pioneering legislation, must be viewed as the important, essential first step in stemming the tide of violence.

Then, we must begin to look at what the Federal Government must be doing to remove weapons off the streets of every American city. Of what the Federal Government must be doing to upgrade and improve not only education, but job, vocational and higher educational opportunities. The presence and fear even of weapons must be overcome. All else that we accomplish will be meaningless if the heirs to America's future are inadequately educated to continue this great experiment in freedom.

There is no longer a grace period in this problem. We must act quickly, decisively and effectively to save our children and to win back our future, and I thank you for this opportunity to address you.

Mr. SERRANO. Thank you very much, Mr. Ferrer. Let me ask you a question based on your testimony. I was asking Mayor Dinkins the same question, something that has been of concern to all of us on the committee. For years we were led to believe, certainly by press accounts, that school violence was taking place in the inner city, in the larger cities, amongst schools or people that looked like the people in this audience. Now we find that the violence is taking place in the so-called private, upper middle class, even wealthy class of our communities. It is taking place in small towns where 15-year-old girls come into schools with a gun and kill someone, as occurred in Crosby, Texas. In your travels through the Bronx, is the problem in the Bronx only in one part of the community, or does it stretch across the whole of the Bronx? The Bronx being an area that goes anywhere from 138th Street to Riverdale, which many times are two different worlds. Do they share the same problem on this particular issue?

Mr. FERRER. The point you make, Congressman Serrano, in your question is the important point of this legislation. No community, no school, no section of this country is immune from this kind of violence or potential for violence. In fact, throughout the Bronx the question that I ask, and I shudder even to mention it here, is asking a group of students such as this to raise their hands and indicate how many have had friends or family, but mostly friends who have been shot or threatened with a firearm.

Would you please raise your hands?

[Audience complying.]

Well that is truly frightening, Congressman, and that is not only at Monroe High School. That is in Junior High School 141, where my daughter attends. That is in every school across this borough, across this city, across this land.

Mr. SERRANO. Mr. Ferrer, what help should we be giving to teachers who have to work in the schools under these conditions? If you had your way, what assistance would you be giving the teachers to deal with this particular problem?

Mr. FERRER. Well, Congressman, I appreciate the opportunity to answer the question more specifically. This approach is complex indeed, but the cycle must be broken somewhere, and where you seek to break it is an important critical first step.

The assistance we must give teachers and parents and students, but principally teachers is, it seems to me, quite simple. Much has been said, especially in our high schools, but in our junior high schools, intermediate schools and elementary schools as well about the overcrowding in classrooms; about the deteriorating state of the maintenance of our school buildings. One need only look at this auditorium to understand and comprehend the point. The fact of the matter is we owe our young people and teachers and their parents a greater obligation to reduce class size, to offer real opportunity, to keep their buildings not only safe, but to keep them in good repair. Those are good beginnings for education.

The solution is even more far-reaching than that. I am not so naive to believe that metal detectors at certain strategic points of the entry into a school and school security guards is going to completely stem the tide of weapons entering into a school. We all know how they get in. They very seldom enter through the front door. The fact of the matter is there are young people who require more enriched assistance than a regular, normal high school setting can offer, and we must offer them much more than just expulsion. We must offer them opportunity in an alternate school, in an alternate setting, so that they can get their lives together and become active participants and contributors in our society as well.

Mr. SERRANO. Thank you. I would like to ask my colleague, Congressman Owens from Brooklyn, to address the Borough President.

Mr. OWENS. Mr. Borough President, I want to thank you for appearing here in support of this very fine piece of legislation because it begins to put some meat on the bones. You know, in Washington there is a lot of talk of education. We have an education President; we have an America 2000 Education Strategy, and we have the six goals that have been set forth for our schools between now and the year 2000, but we have no money. They never want to appropriate any money or do anything which is concrete. So this bill challenges one of the goals. Goal Six is to make our schools safe and drug free. It is sitting there as a goal, but there is nothing behind it. So we welcome your support.

I would like to ask a question which the legislation takes for granted. The legislation is a comprehensive package seeking to deal with the immediate problem of violence in a new way, all at once, several different components, and it is very much needed. It takes for granted the fact that there are certain things in place already, that certain basics are there.

I serve as the Chairman on the Subcommittee on Select Education, which is now in the midst of reauthorizing the Research and Development Agency for the Department of Education. When you are looking at the broader picture of what school life and school improvement is all about in this country, when I went to school in little Memphis, Tennessee, at that time three hundred thousand people, a segregated system, I had free band instruction, a free band uniform; my brother went out for the football team, had a free physical examination; we didn't have to raise money for the football uniforms. I don't know where the money came from, but it was there. Numerous youngsters participated in sports. I wonder, are we providing the basic set of activities that high school students can participate in on the positive side so that some of this negative culture that pushes itself in on our young people—it wasn't there when we were younger, but it is there now and we need to offset it. Are you satisfied as the Borough President that we are doing all we can to enrich the life of the young people who are attending school by having that basic program there?

When I was in the State Senate I started an investigation on high school sports in the city and never finished it. Roscoe Brown was in the process of doing one for the Chancellor at that time, and every time I see Roscoe Brown I ask him, "Where is that report, can I get a copy of it?" He says it is ready. I am going to ask the Chancellor for it when he comes up here. But what is happening in that respect, just something as basic as high school sports and band. We had an All City course, which I understand is going downhill. The total environment in which high school students operate, are you satisfied we are doing all we can to make that a good experience for them?

Mr. FERRER. Well, the simple answer to your question, Congressman, is no, I am not. And the more complex answer is that while some people may think in the context of school safety, in the context of learning, school bands are less important. Extra-curricular activities are less important. Something for a young person to do after school is less than important. A cooperative education experience is less important. Those are absolute essentials, as we are finding out, and indeed we are paying the price for cutting corners on those things today. In fact, these young people deserve an awful lot more than what our Nation is giving them.

This education President is a very interesting individual who talks a good game, but as you correctly point out, appropriates not a dime to assist in all the lofty ideas that he has about education. He holds our young people to a high standard but doesn't do anything to help.

Mr. SERRANO. Mr. Borough President, we want to thank you for appearing before us and for your testimony. It will be part of the record and, hopefully, this bill will begin to address the many issues that we have discussed here today. We thank you.

Mr. FERRER. I am deeply appreciative of the opportunity.

[Applause.]

Mr. SERRANO. We would like to welcome our next speaker. Our next witness is the man in charge of our school system in the City of New York, a friend, someone whom I had the opportunity to work with when I was Chairman of the Education Committee in

the State Assembly prior to my election to Congress. On behalf of the committee, we would like to welcome the Chancellor of New York City Public Schools, Joseph Fernandez.

Mr. FERNANDEZ. Thank you so much.

Mr. SERRANO. Mr. Chancellor, I must warn you. Part of what we are doing today is allowing students to participate with us, which means that every so often you know what rings and what happens. We are hoping it doesn't happen during your testimony, but if it does, as a former teacher, we will just take a little between period break.

Mr. FERNANDEZ. In these last few days whenever the bell rings it is usually a bomb scare in my office, so I am used to it.

## STATEMENT OF JOSEPH FERNANDEZ, CHANCELLOR, NEW YORK CITY PUBLIC SCHOOLS, BROOKLYN, NEW YORK

Mr. FERNANDEZ. First of all, let me thank you, Congressman Serrano and Congressman Owens, for inviting me and allowing me to testify on the Classroom Safety Act. What I really wanted to do—and I will give you some written testimony, but what I really wanted to do was address the issues extemporaneously, if we could, so you get a sense of what our students are going through, what our teachers are going through, what our administrators and parents are going through, not only in New York City, but in most of our urban centers.

I am speaking with two hats, one as Chancellor of the New York City Schools, the largest school system in this country, but also as President-Elect of the Council of Great City Schools. Major Owens, I think both of you have made presentations before our group in Washington, and, you know, that represents the 50 largest urban school districts, over five million students, most of them children that are African-American, Latino, Asian; most of them, a good number of them anyhow, that are economically disadvantaged. And the story that you will hear about New York City you can translate to Detroit, L.A., Miami and many of our other urban centers across this country. The story is the same, the only thing different is size.

In most of our urban centers we are faced with disparities to begin with.

[Interruption for school announcements.]

Mr. SERRANO. Sorry, Mr. Fernandez.

Mr. FERNANDEZ. I was expecting him to say we are delaying the bell so we don't interrupt the speaker. That, obviously, is not going to work.

Anyhow, getting back to what I was saying: When you look at our urban cities, you will find that in situations, particularly in places like New York City and some of your older cities, your facilities, first of all, are not maintained the way they should be. You look at a building like this and over half of our buildings are more than half a century old in New York City. We have a backlog in maintenance of over half a million dollars. Obviously, from the budget cuts from the mid 70's until now, the cuts that we have been facing over the last 2 years of seven hundred and fifty million dollars, maintenance takes a back road, a back side, if you will, to

some of the other programs that are more important. But the fact of the matter is that a loud and clear message is sent out to these students and their families and the people that work in these schools, that in general we don't care that much about them because we make them attend facilities that look like this. So that's a disgrace. It's a national disgrace, it is not just a disgrace in New York City.

At some point this national government is going to have to decide that they are going to have to have some sort of Marshall Plan for urban education, because that is where the battles are going to be fought and that's where the determination is going to be made as to whether we remain a world power or not and competitive. We have to improve the schools in our cities. We have to improve the class size in our cities. We have to improve the availability of teachers to have training and being paid a decent salary. And we have to approve the availability of parents being involved in our schools. If those things don't happen, we are going to lose that generation of students that you see out there.

What you are recognizing now, this anger and frustration that you are seeing now related to Rodney King, is something that has been building up, it's not new. And this message that we clearly send our kids that the adults—and we failed them, they haven't failed us, we failed them—that the adults really don't care about us. It is not the same kind of urgency that we have with the savings and loan fiasco. Look how quickly Congress and the President have come up with tens of billions of dollars to resolve the issue with savings and loans. They didn't create that. No one in this audience created that savings and loans, and yet we have bailed them out. Look how quick we got together to do the Operation Desert Storm. If we had that same kind of sense of urgency for our kids in the cities, we would turn this thing around.

[Applause.]

Mr. FERNANDEZ. The fact of the matter is that if we are serious about turning things around in our cities, we are going to have to address these issues head on.

Now I listened to some of the comments you made, the comments about the bands and extra-curricular programs. I can't sit here today and tell you that every one of my senior high schools, my 124 senior high schools, has the full array of extra-curricular activities. We don't have it, we know that. We know that the principals of schools have had to make some tough choices and while I don't always agree with those choices, they have had to cut things out that make out a life of what we term a full school curriculum, like band, like having various interest clubs, like having a full-fledged array of sport programs. Some of our schools don't have the full array of sport programs because they can't afford it.

It's a crying shame that when you go into our cities and you make the comparison between our cities and suburban areas, there is a definite disparity. Now, part of that disparity, I think, can be resolved by equalizing some of the budget problems that we have. Sometimes it takes an unequal amount of resources to get an equal educational opportunity. We have to start recognizing this in this country, because we have much further to go in our cities. It is going to require more resources to do that, and while I disagree

that we shouldn't fight over the goal-setting—I think the goal-setting was very important for us—but I fully agree with you that we have to put some money where our mouth is in terms of our resources.

You are here dealing with Goal Six, which is talking about making every school safe and drug free; that is not going to happen until we get to some of the root causes. You can give me all the money you want for me to put in metal detectors. You can give me all the money you want for me to put in magnetic door locks, and while people may feel more comfortable about it, that is not going to resolve the problem.

I want to remind everybody that at Jefferson High School, the day those two students were killed, the police, the New York City Police was as close as you are to me and those students. So you could have had an army of police in there and it wouldn't have resolved the problem. What resolves the problem is getting at the frustration that our students have; providing for them the kind of program that they need in the schools; providing for them work opportunities. We are going to have a hot summer this summer unless we have a lot of opportunities for our kids, and you'd better make them know about that.

[Applause.]

Mr. FERNANDEZ. I think it is certainly much more advantageous for the Federal Government to put the dollars up front rather than to have to go in and do the clean-up like they're doing in L.A. right now. But I'm reading now that the estimates of the damage in L.A. is about half a billion dollars, that's the current estimates. If they had put a fraction of those dollars up front to provide programs for those very same kids who are out in the street and adults who are out in the street, we might have avoided what took place there. Let's learn from this for God's sake. Let's find ways to resolve this so it doesn't happen again.

I think that both of you are real heroes, in my estimation, in terms of trying to get the legislation that we need for our kids in the cities, but I think we have to make the message loud and clear that we truly need some kind of national focus on our schools. I mentioned the Marshall Plan before. I think we need something like that, a rededication. Remember when Kennedy was president and the Russians beat us up to space with Sputnik, and this country decided that we weren't going to get beat to the moon. And if you recall, President Kennedy started the National Science Foundation, created grants for our teachers of math and science to be retrained. We started the new school mathematics study group to redefine our mathematics programs. We started the physical science and biology study groups to redefine those programs. There was a national effort, much like Operation Desert Storm. There was a national effort to address the problems of urban education and education in our schools in general, and we won. We were the first on the moon, but there was that commitment with the full weight of the Federal Government behind it. That is what we need again. Otherwise we are going to have another hearing next year and the year after that and the year after that, and I will be meeting with groups of students and groups of parents trying to explain to them why these metal detectors don't work.

[Applause.]

Mr. FERNANDEZ. I think—it is no different anywhere else. I convened a meeting right after the Jefferson incident. I happened to be in Washington with the legislative session on the Council of Great City Schools, and I convened the meeting of my counterparts from those 50 urban school districts; you could have repeated the Jefferson story in every one of those districts—different format, but it was happening in every one of these districts.

It is a reality. And I think, Mr. Serrano, you indicated that it is not only a reality in our urban centers, but it is a reality throughout our schools and rural areas and suburban areas.

Mr. SERRANO. But Chancellor, it is obvious to me from your testimony and from the tone of your voice that you really feel that piecemeal legislation is not going to attack the problem, and I agree with you. The unfortunate part of this hearing is that you are speaking to two people who always vote "No" on going to war when we don't have to go to war, or on allowing guns in the schools. So we are trying to convince other people. If it is happening in middle class and upper middle class white communities, then is it possible that the issue of violence in the schools is not only related to the conditions we know, but is also related to a general problem of a violent society that is the American society?

Also, I would submit to you that part of the problem is that young people are being taught by the government that the only way to solve a dispute is through violence. After all, when we couldn't agree that Mr. Noriega should leave, we invaded Panama. When we couldn't agree that the Cubans should get out of Grenada, we invaded Grenada. And when we didn't like the way Saddam Hussein was dealing with Kuwait, we voted for sanctions, but everybody and the President said "invade." So it is possible then that an audience of children in our Nation, says when I have a problem, this is the way I have to react.

So while it is true that this alone cannot solve the problem, what would you like to see in this bill? If I told you, "Joe, I know I can get this bill passed through both Houses and signed by the President," what would you like to see in this bill to address the immediate problem, while we continue, as we do, to work on the overall cause.

Mr. FERNANDEZ. Don't misunderstand me, Mr. Serrano, I am a proponent of the legislation. My sense of frustration that I am trying to express to both of you, is the sense that my colleagues across this country have in terms of an abandonment that we feel is taking place on the part of not just Federal Government, oftentimes on the part of the State. So I support that.

I know how the legislative process works. We can't get it all at once, obviously. We need to do it in pieces. This is a major step in that direction. So I support what you are advocating in the bill. I see it as a major step, and I recognize that the coalition of people that have to be partners in getting this passed now is broader because of the concerns in the rural and suburban areas. Probably, incidentally, we have more commonalities with the rural area, educational issues. You know, many of the same problems I am talking about exist in rural areas.

But the fact of the matter is that the proliferation of guns and violence has now not only left our cities, but it has gone into some of our lily-white suburbs. And that obviously has impacted some of your colleagues that sit on the House.

I do support the legislation. I think it is an important first step. I guess what I was trying to say is that it is only a first step and we need to do some other things that you are both aware of. Again, I am preaching to the choir here.

I am trying to get the message across that it is not the people out there, it is not the kids that are the real problem, it is what is happening in our society with the violence. It is the availability of guns in our streets. Our Mayor, as you know, has been trying to get legislation passed in terms of weapons. You know, how the National Rifle Association can justify assault weapons as being part of weapons that are used for hunting is beyond my wildest dreams; I can't understand that. And, yet, we have a very effective lobbying group that keeps this legislation from being passed.

So I recognize this as a step in the right direction, Representative Serrano. I fully support it. The Council of Great City Schools supports it, and we want to be behind you in getting this legislation passed.

Mr. SERRANO. We would like to have our colleague, Congressman Owens from Brooklyn address the Chancellor. I would ask the students, who have been fantastic, that if the bell rings while we are speaking, to please leave the auditorium in a way where we really don't hear you. Now, I know that is difficult, but we would appreciate it if you could do that, and we thank you for your attention.

Congressman Owens.

Mr. OWENS. Mr. Chancellor, you heard my question before addressed to the Borough President. We addressed, to some degree, the sports program and the environment in which high school students operate, the activities that are available for them. Let me broaden that a little bit because I wear another hat as the Chairman of the Subcommittee on Select Education which is responsible for research and development, and we are looking at all aspects of how you can improve schools.

You have heard the term "Break the mold schooling"——

Mr. SERRANO. Right.

Mr. OWENS. One of the problems I have, whereas we both agree that we have got to have more Federal money, the Federal Government should assume this responsibility, has no excuse for not spending more money on schools, I worry about some philosophies that are counterproductive in the meantime. One of them is the tendency to, in New York, to go to the extreme with site-based management philosophy, to the point where citywide institutions are breaking down. All City Chorus and All City Orchestra, the sports program, competition is just one example of that. I understand the television station is going to be up for sale.

Mr. FERNANDEZ. The radio station.

Mr. OWENS. The radio station is up for sale; Channel 25 also is up for sale?

Mr. FERNANDEZ. No. I want to talk to that.

Mr. OWENS. When you deal with a city as big as New York, there are certain advantages of the economies of scale, and we have

always had those economies. Whereas we could never reproduce what small towns have and have the quality of life that they have, we had certain economies of scale and we could do certain kinds of things.

Kids here, I think, ought to be able to look to a television station where they, themselves, can be seen more often and participate more. Whittle Communications is a big controversial issue right now; we don't have it in New York State, but I think they are going in the right direction trying to bring television closer to the schooling process.

So I wonder if you can comment on this tendency to—I think both should have them. I am all for school—for site-based management, school-based management, decentralizing the running of operations, but I still think we need centralized direction and strong centralized institutions which take advantage of the fact that we are a big city and we can do things that nobody else can do.

Mr. FERNANDEZ. We are not apart on that, Congressman. School-based management is nothing merely than the people that are in the trenches, the teachers, the administrators, the parents that that school is serving, and students, to be involved in some of the decisions that affect that school. But those decisions are guided by a strategic plan that is developed by the central office, and that strategic plan is based on the day of collection, in terms of what is happening in the community. So it gives them an opportunity to have some ownership of what is taking place.

Now, school-based management is not synonymous with eliminating extra-curricular programs. If anything, it is a way of finding more creative ways of using limited funds that they currently have and providing those types of programs.

From the central point of view, when we are faced with seven hundred and fifty million dollars worth of cuts, our goal is to reduce as much as possible the effect that that cut will have on the schools themselves. And that means that you have to look at streamlining and flattening the central administration, which we have done to the tune of 30 percent. That means that you have to look at finding ways of reducing other operations at the central office to see if they could be replaced with a more cost-effective way of management.

Let's talk about the television station and the radio station: We have in our budget a peg, a requirement to come up with a fifteen million dollar reduction in that area. Combined with a piece of property we have where our radio and TV station is by Westinghouse, we probably have, if you take the sale of the radio station and that piece of property, we probably will generate anywhere from nine to eleven million dollars of the fifteen million dollars. However, we are not selling the TV station. The idea was to consolidate our TV station with possibly public broadcasting, and at the same time we would have a double-barrel effect, we would be able to do UHF and the BHF delivery of programs.

One of the problems we have is that all of our schools currently—even if we had nothing to do with selling the radio station or upgrading the TV station—all of our schools are not yet capable of receiving our signal, because they all don't have the appropriate capital equipment: The antennas, hooking up to the microwave, we

are working on that. We have about, clearly, almost half of our schools have that capability now, but we are not giving up on this technology. That is certainly in our future.

We want to be able to hook up to the satellite programs, because we have to look at more cost-effective ways of delivering some programs that we can't afford to deliver.

Mr. OWENS. I don't think we should cut off our noses to spite our faces. Be careful.

Mr. FERNANDEZ. Absolutely. We have to be very careful.

Mr. OWENS. We are going toward the 21st century and to back away from a dream of having a hook-up for all the schools is unwise, I think.

I think it does relate to what we are talking about here.

This small step that this bill proposes, it's a very small step, but as Ossie Davis pointed out last fall at the meeting with the Congressional Black Caucus, Spike Lee does more education of young people with one film than we do with a whole year's worth of social studies. Films, videos, modern media have a great impact on our youngsters. To turn away from the use of those as tools is unfortunate. We can teach more about non-violence and conflict resolution using a good video, over Channel 25——

Mr. FERNANDEZ. And much more cost-effectively too.

Mr. OWENS. [continuing] than school by school. Getting the people who can do it school by school will take you much longer than being able to get a top-notch team that can make the film on video of it.

So I hope you will bear in mind that we are going towards the 21st century and we don't want New York to surrender its advantages of scale, the economies of scale that allow us to do things that small towns can never hope to do.

Mr. FERNANDEZ. Let me point something else out very quickly, and I won't take any more time: Prior to the Jefferson incident, we were moving along the lines of creating more conflict-resolution, inter-group relations-type strategies in our schools. In fact, in this year's budget we have the expansion of the STOP program that we piloted in 20 middle schools; that will be put in all 108 middle schools this year. At each of our senior high schools we now have identified conflict-resolution training. That started taking place last February. Then, at the elementary level, we have a values-clarification curriculum that is being put in place.

Now, along with that, we also are developing different high schools. Over the next several years we will be developing about 30 non-traditional high schools all in a 500- to 700-size capacity. We open up in September the first high school of environmental studies, which will be a school that ultimately will house about 700. They are very thematic in nature. Open enrollment. It won't be by examination, so that all of our students get an opportunity to apply to the school. We are finding more and more that the large high schools add to the impersonal type relationships. And that's what gets lost oftentimes with these large schools. So we are looking at these smaller schools.

Mr. OWENS. Thank you.

Mr. SERRANO. We want to thank you, Mr. Chancellor. And I would like to echo the words of Congressman Owens, that we will

support you in every way to continue those steps which will bring us into the next century in a proper way. Certainly, the use of video and the use of the TV hook-ups is one that we fully support.

I must say, and I can't pass it up, that it is unfortunate that not everybody believes what they see on video, otherwise that verdict would have been different and perhaps this Nation would be different.

Mr. OWENS. One of the few examples.

Mr. SERRANO. So we want to thank you very much, Mr. Chancellor.

Mr. FERNANDEZ. Thank you both.

Mr. SERRANO. You know you always have our support.

Mr. FERNANDEZ. Thank you for being such friends to the New York City schools, we appreciate it.

[Applause.]

Mr. SERRANO. What we are going to do for the next panel is combine three witnesses who should be together because they are people—whether they are from the same school or not—who have to live and work together with each other every day, and that is a student, a teacher and a principal, for our next panel.

[Pause.]

Mr. SERRANO. I want to tell the students who have begun to come into this Sixth Period Auditorium Program what is going on.

This is a hearing, a field hearing, of the Subcommittee on Elementary, Secondary, and Vocational Education, which is a subcommittee of the Committee on Education and Labor of the United States Congress. What we wanted to do was to hold this very important hearing in a school, and James Monroe was chosen, to give you an opportunity to see how congressional hearings are conducted and how these issues are discussed.

Today we are discussing a piece of legislation which I have introduced called the Classroom Safety Act of 1992, which assigns one hundred million dollars a year for the next 3 years to deal with the issue of safety and violence in our schools. The witnesses who come before the hearing then give their opinions and give us the opportunity to have further information when we make our case in Congress, hopefully to get this legislation approved.

I also want to tell you that this hearing was not planned this weekend after the violence that we had in different parts of the country, it was planned weeks ago. It just happened, unfortunately, that the hearing is held at a time when we are having such difficulties in the country.

We have heard from different witnesses today, including the Chancellor of Schools, the Borough President and the Mayor of the City of New York. And this next panel, in my opinion, is the panel that truly represents people who live on a day-to-day basis with this particular problem. Let me just finalize by saying that there used to be a time when we thought that violence in the schools and firearms and guns in the schools was only a problem for cities and for schools like the ones we attend. Now we find out that more and more this problem is spreading throughout the country and even involving so-called middle class and upper and wealthy communities that supposedly were not supposed to have these problems. It is indeed a national problem.

We want to thank you for participating in the hearing. We would ask for your cooperation, and we hope it doesn't happen, but if the bell rings during the time that the speakers are speaking, we would ask that in the same quiet way that you came in, you go on to your next class. But we wanted you very much to watch this, and if at the end of this period you have questions or comments, feel free to send them to our office and we will gladly answer or involve you in any way possible.

Let me just say that Congressman Owens will be right back. Congressman Owens represents Brooklyn and I represent this part of the Bronx, and together we are holding this hearing today.

Our next panel consists of Mr. Rey Ramos, who is a student at James Monroe High School and who is vice president of the Student Council.

In the middle we have Mr. Rafael Toro, who is a teacher here at James Monroe High School, and who is the crisis intervention instructor and Dean of Students.

Last but not least, Mr. Frank Melia, who is Principal at Christopher Columbus High School.

We will start with Mr. Ramos.

## STATEMENT OF REY RAMOS, STUDENT, JAMES MONROE HIGH SCHOOL, BRONX, NEW YORK

Mr. RAMOS. When I think of violence among our youth and in our schools, the first question that pops into my mind is why? What makes them want to be so violent? I can only answer this question by my observation and my conclusion based on my observations.

Many young people who engage in violent activities are individuals who come from dysfunctional families. Oftentimes there is no father; other times no mother; sometimes both parents are missing. The few who have both parents together often have difficulty getting along or communicating with them. All of these problems create great emotional frustration. Discrimination and expectations of society have pressured our youth, which also adds to their emotional frustration. The feelings that are built up inside of these youth, often are expressed through violent behavior.

The lack of positive role models also affect the actions of so many young people. The role models that they are confronted with and admire are those on street corners, driving big, fancy cars, depicted in violent-oriented movies or heard on x-rated tapes or records. Teenagers need to be exposed to positive images in order to effectively model positive behavior. In addition, they need to be taught by those who understand and appreciate their culture and experiences, teachers who are aware of their environment and situations.

Unfortunately, too many teenagers do not see a positive correlation between education and success after school. Their aspirations and goals are very limited. They feel that they can relate better to the gangster on the street corner or in the movies, rather than the successful doctor, lawyer or teacher. They fall into a vicious cycle that often leads to jail or death.

Too many teenagers react on impulse without thinking about the aftermath. They are into instant gratification. They want to solve

their problems now. They live life day by day, without planning ahead. There appears to be a lack of communication between youth and teachers and counselors; those who could guide their decisions and choices. Therefore, young people tend not to think about their future and the consequences of their actions.

Negative actions and behavior are also indicative of a lack of preparations from the very beginning. Teenagers need to be taught about education, responsibility, values and respect for themselves and others at infancy. To start to effect changes in individuals when they become adolescents is a very difficult challenge and task. Young people should be engaged in learning about education and social responsibility from the earliest possible moment.

Another reason why violence seems to erupt with young people is the simple fact that they have nothing constructive to do. I would maintain that violent actions and crimes occur after parks and other recreational centers have closed up. Youngsters then view violence as a form of entertainment. This violence often finds its way into school. In other words, school violence is often a reflection of what is happening outside of school.

Young people see violence and the carrying of weapons as a status symbol. Society must teach them that a diploma is a greater status symbol. Teenagers must be taught to engage in negotiations rather than retaliation, and cooperation rather than annihilation.

Society must play a greater role in providing structured programs for young people to participate in. Positive role models must be presented and promoted. Parents must become actively involved with their children's education. Finally, James Monroe High School is viewed as the school where dreams begin, and young people must be encouraged to dream with the expectation that those dreams can become reality.

[The prepared statement of Mr. Ramos follows:]

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Mr. SERRANO. Thank you, Mr. Ramos. That was excellent. I know that the panel will have some questions for you, but we will hear from all three witnesses and then come back to ask questions of the three.

I would like to introduce at this time, Mr. Rafael Toro.

## STATEMENT OF RAFAEL TORO, TEACHER, JAMES MONROE HIGH SCHOOL, BRONX, NEW YORK

Mr. TORO. Thank you, Mr. Serrano.

When I began to teach in the fall of 1984, I realized that I had a lot of challenges ahead of me in order to succeed. My greatest attribute was that I was confident my educational and military experience would allow me to succeed. In the spring of that year a tragedy occurred to some high school students while out on a school activity at Great Adventure Amusement Park in New Jersey. Their demise was attributed to the failure of not adhering to a simple sign that read, "No Smoking." Pitifully, I was made quickly aware that this young generation had a defiant attitude and a total disregard for their safety and that of others. I would soon encounter defiant and adamant acts of hostility toward myself, students and my colleagues at the start of my teaching career.

Violence in schools is a reflection of the outside violence. Attitudes that society perceived as negative have been transformed as positive attitudes by young people who are engaged in violent activities. Although the consequences associated with violent and unruly behavior are real, too many young people are not intimidated by these consequences.

What brought about these changes of behavior and attitude was no trust in the system; all are vulnerable: Doctors, lawyers, politicians, police officers and teachers.

Who are their role models? Those who get over on the system: crooks, robbers, drug dealers, organized crime. They are the posi-

tive role models for them so that disrespect for authority is felt everywhere and challenged.

What do they value? Material things: money, gold, clothes, cars, television, radios, beepers.

The economy, poverty, and the environment contribute highly to the violence that they have created. Everybody is out for themselves. We must make real consequences for them and all who are involved with their growth. Consequences that offer solutions and teach real values of society.

Where do we show proper examples of society? In school, of course, through the teaching and programs offered here, with proper supervision and guidance and related services to meet their needs.

Are we meeting these needs and what has to change and be rethought? Compulsory education, up to what age is it really necessary? We have to take a look at our educational system and see how it is set up.

Are educational goals really being met? We have to stop thinking in terms of teaching the masses and teach in small groups and on an individual basis. We have to establish more school programs that instill pride, self-esteem and responsibility for one's actions:

Have one day set aside for intramural and team competition. Let it be in the arts as well as in the sports.

Make school more enjoyable to come to, more involved.

Offer rewards for their actions. Establish a point system and categorize each criteria for achievement.

Get more community involvement. Do special projects; work with the community.

Have elementary and intermediate schools become adopted schools for senior schools.

Have businesses and colleges adopt the schools for linkage.

Break schools down to smaller components.

Establish peer intervention and involvement, with appropriate rewards.

Establish committees with advisors to reach realistic goals and objectives.

Give rewards and prizes that students can utilize in their education.

Get more involvement from all aspects. Education is an extension, arm, bridge to the government.

Invest in our children, they are the future of tomorrow. Let's better our commitment to them. Give more supervised programs in and out of school. Offer them a structure in which to climb to success.

Guide them effectively so that they can create a proper social environment where courtesy, respect and safety is paramount.

We need to reevaluate our current system and ask if students' educational needs are really being met. Are we being effective in what we are offering students? Can they achieve with what we are offering them?

We must arm our youth with diplomas and a proper education, for these are the weapons to succeed.

I am a Bronx resident, raised and bred in these neighborhoods until this day. I still reside here. I have seen the violence up close

and personally. I have felt the anger and the loss of friends in this madness. I have seen how people take matters of law into their own hands. I have seen storefronts that say "Variety and Video Rental," but there is no variety, no videos for rent. I have seen bodegas sell alcoholic beverages to minors for their own consumption, as well as those for their parents. I have seen mothers abusing their children, physically and verbally. I have seen bodies lying on sidewalks on the way to school with white sheets draped over them and people walking by without a care. I have seen homes burned down, families left in the streets.

But I am also seeing a change, a physical change in the neighborhood. New homes and renovated buildings are going up all over the place. We are changing, and it is for the better. We are in a renaissance and our children are our future. Teach them well, for they are the leaders of tomorrow.

[The prepared statement of Mr. Toro follows:]

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Violence in schools is a reflection of outside violence. Attitudes that society perceived as negative have been transformed as positive attitudes by young people who are engaged in violent activities. Although the consequences associated with violent and unruly behavior are real, too many young people are not intimidated by these consequences.

What brought about this change of behavior and attitude were:

—No trust in the system.

—All are vulnerable:

Doctors
Lawyers
Politicians
Police Officers
Teachers

Who are their role models?

Those who get over on the system—crooks, robbers, drug dealers, organized crime. They are the positive role models for them so that disrespect for authority is felt everywhere and challenged.

What do they value?

Material things—money, gold, clothes, cars, television, radio, beepers.

The economy, poverty and the environment contribute highly to the violence that they have created. Everybody is out for themselves. We must make real consequences for them and all who are involved with their growth. Consequences that offer solutions and teach real values of society.

Where do we show proper examples of society? In school, of course. Through the teaching and programs offered here. With proper supervision and guidance, and related services to meet their needs.

Are we meeting these needs and what has to change and be rethought?

Compulsory education—Up to what age is it really necessary?

Take a look how our educational system is set up.

Are educational goals really being met? We have to stop thinking in terms of teaching the masses and teach in small groups and on an individual basis.

Establish more school programs that instill pride, self-esteem and responsibility for one's actions.

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Have one day a week set aside for intramural and team competition. Let it be in the Arts as well as in sports.

Make school more enjoyable to come to—more involved.

Offer rewards for their actions. Establish a point system and categorize each criteria for achievement.

Get more community involvement. Do special projects—work with the community.

Have elementary and intermediate schools become adopted schools for senior schools.

Have businesses and colleges adopt the schools for linkage.

Break schools down to smaller components.

Establish peer intervention and involvement, with appropriate rewards.

Establish committees with advisers to reach realistic goals and objectives.

Give rewards and prizes that students can utilize in their education.

Get more involvement from all aspects.

Education is an extension, arm, bridge to the government.

Invest in our children. They are the future of tomorrow.

Let's better our commitment to them. Give more supervised programs in and out of school.

Offer them a structure in which to climb to success.

Guide them effectively so that they can create a proper social environment where courtesy, respect and safety is paramount.

We need to reevaluate our current system and ask if students' educational needs are really being met. Are we being effective in what we are offering students? Can they achieve with what we are offering them?

We must arm our youth with diplomas and a proper education, for these are the proper weapons to succeed.

I'm a Bronx resident, raised and bred in these neighborhoods till this day. I still reside here. I've seen the violence up close and, personally, I've felt the anger and loss of friends in this madness. I've seen how people take matters of law into their own hands and I've seen storefronts that say "Variety and Video Rental," but there are no variety nor videos for rent. I've seen "bodegas" sell alcoholic beverages to minors for their own consumption as well as that of their parents. I've seen mothers abusing their children, physically and verbally. I've seen bodies lying on sidewalks on my way to school with white sheets draped over them and people walking by without a care. I've seen homes burned out and families left out in the street. I'm also seeing a change, a physical change in the neighborhood. New homes and renovated buildings are going up all over the place. We are changing and it's for the better.

We're in a renaissance and our children are our future. Teach them well, for they are the leaders of tomorrow.

Mr. SERRANO. Thank you, Mr. Toro.

The last witness on this panel is Mr. Frank Melia, who is Principal at Christopher Columbus High School.

Mr. MELIA. Thank you.

## STATEMENT OF FRANK MELIA, PRINCIPAL, CHRISTOPHER COLUMBUS HIGH SCHOOL, BRONX, NEW YORK

Mr. MELIA. I commend my colleagues, and I want to thank the committee for having us here today and opening your school, Mr. Warren, to this committee and those of us who are able to speak to the young people here.

I would like to begin by paraphrasing the Declaration of Independence in which it said governments are instituted amongst people to secure and protect the rights of the people to life, liberty and the pursuit of happiness. For most young people, the school is the agent of authority which most often provides the shelter in which those rights are learned and enjoyed.

This school like other schools in our city is the anchor of stability and the beacon of hope in the community. It is in the school that our children learn the history as well as the future of concepts

such as peace, equality and justice. Daily in our high schools students learn the social skills of articulating their rights and performing their responsibilities. When violence or even the fear of violence and crime intrude, then those fears impair and hamper the opportunities for a wholesome educational experience. Our duty is to make the present reality of our schools better than it is for all children and adults in them. With the help of this bill, we in the schools can do that.

Crime and violence exists in our society for many reasons. In the last 30 years our society has gone through numerous changes which have challenged basic assumptions about life in America and its role in the world. In the political domain we have seen prominent leaders assassinated or shot at. Systematic reforms that were long overdue were finally brought about by the Civil Rights Movement, but despite progress, in many instances the promise of the Civil Rights Movement remains unredeemed.

Our view of ourselves in the world has shifted dramatically: First, during the cold war and then during the collapse of communism. We are still trying to come to terms with the unfolding realities of the collapse of Soviet communism and the continuing dictatorship in many other nations which then send many of the young people in our schools today to our shores looking for hope and looking for a better life.

Economically, we are just beginning to emerge from a very difficult recession, after a period in which many of our citizens, as well as our governments, spent much more than they earned. The rapid contraction of business in the last 5 years has seriously depressed the local economy, particularly in those job areas which do not require college preparation. This has negatively affected many of our youth directly, and it has discouraged many others from trying as hard as they might have tried otherwise.

Socially our Nation and its people have gone through a dramatic restructuring of the American family. While roles for each gender have been redefined, the very definition of what constitutes a family has changed also. I want to thank Rey, over there, for pointing out some of the characteristics of our families, as all of you know, and as we in schools know we have to deal with.

In the United States nearly one-half—in the United States as a whole—nearly one-half of all the children grow up in a single-parent household. In this city large numbers of our children are poor, receive inadequate or no health care, except in emergencies. Many more cases of child abuse and neglect have been reported in each of the last 3 years than I have seen all together in the previous 10 years.

Many of our youth have become involved in drug trafficking, although there has been a decline recently in the number of apparent drug abusers within the schools themselves. Alcohol abuse continues to be an initiation right into adulthood for many of our teenagers, due to the mass media pressures and other factors. These factors have disrupted traditional human relationships, including those within and between families, and each of these factors have posed serious challenges to the traditional role of schools. We do much more than teaching reading, writing and arithmetic than ever before.

Most important to me, these factors have contributed to a weakening of what I would call the social contract that the Declaration of Independence was about, about government protecting the rights and freedoms of people and about people respecting each other to enjoy those rights. When adults challenge themselves and others to redefine what is right and wrong, is it any wonder that some of our youth may act and act out without regard to the intangible limits of self-respect, respect for others and respect for authority?

My overview of the political, economic and social forces at work in our society is not meant to find that crime is society's fault, because in no way do I believe that. Rather, my focus is on the fact that the social contract has been weakened. The social contract provides for civil discourse, civil ways of resolving disputes, peaceful conduct in and out of our schools. What is missing in many young people as well as in some adults are the skills to resolve conflict and mediate disputes in the context of individual responsibility for actions and personal accountability for actions.

Systemic and institutional factors have played a role in the poverty and deprivation suffered in our communities. But there should be a greater emphasis on the individual responsibility and personal accountability for growing beyond those things. Guns are terrible weapons, but it is people who pull the trigger.

Until the last year or so there were relatively few gun instances associated inside New York City's public schools. Until recently most instances occurred outside the schools. That was bad enough. In the past year we have seen an increase in violence throughout the city, including cases in which intruders and students have been apprehended in possession or in use of guns inside our buildings. The very nature of weapons being brought to school, as was pointed out by earlier testimony that some of you may not have heard, the assault weapons and the automatic weapons that are out there, reflects the weakening of shared expectations about what is right and wrong. This situation contributes to the fear of many people in our cities and of the people in our schools today. I hope that this bill would help reduce that fear through the actions meant to keep our schools safe havens.

In focusing on the bill, the bill provides direct funding of anticrime and safety measures, such as the prevention of violence, crime and drug use in schools. To do so would permit school system authorities to purchase crime prevention equipment, including metal scanners and detectors, as well as video surveillance equipment. I would suggest to the committee the inclusion of high-quality walkie-talkies as well.

The prevention and reduction of participation of students in organized crime and gang-related activities is another worthy purpose of this bill. The focus of those funds should be primarily at the high school level. An additional portion of the funding could be used to have off-duty police officers from the local precinct covering security at our schools, in and around our schools, especially in the transit systems in the ways in which our young people come to and from school, because that is a growing problem in our community.

Metal detectors and scanners are very valuable security devices, the probably only surefire method of preventing guns from enter-

ing the schools. Radios and walkie-talkies are a must for good communication systems to operate within the schools, and video surveillance cameras enhance the securities team ability to monitor dead-end corridors of some of our buildings. These things enable a limited number of security officers to be used more effectively than otherwise.

However, the other significant portion of the bill is the provision for conflict resolution and peer mediation counseling programs for students and staff. Many schools have had experience with these concepts, Project SMART, for instance, and they worked very effectively to reduce the number and the severity of incidents, as well as conflicts. The key elements of these things are to train students and staff in mediation and counseling techniques. These methods have been demonstrated effective in my school as well as at James Monroe and as well as many schools around this borough and the city.

I would take a page from some of the other things other speakers have said today, and I would add, if possible, those things that could provide additional guidance services, as well as instructional services for our young people, because many families are in crisis, many students are in crisis. I would add, too, the provision for some kind of additional money for extra and co-curricular resources; because as was pointed out earlier in the deliberations, these after-school or evening activities, weekend activities, provide a venue in which young people can get to know each other, overcome the tensions and the misapprehensions they may have about different ethnicities, different backgrounds, and learn the values of self-discipline and self-respect.

Finally, there should be greater support, perhaps not in this bill, but greater support for those shared rituals and ceremonies that schools and communities are very good at conducting, whether they are achievement or award ceremonies for outstanding scholarship or athletics. Because at these ceremonies we reinforce the positive values and work against the mass media's effect on the negative values. It is very important that we increase our effort to help the young people develop a strong character.

Educators are people who work hard to instill in the next generation the values of peace, equality and justice. We have to ask ourselves, what kind of society do we want to pass on to our children? Working together we can ensure that our students and staff continue to remain safe at school as well as in the community.

Thank you.

[Applause.]

[The prepared statement of Mr. Melia follows:]

STATEMENT OF MR. FRANK MELIA, PRINCIPAL, CHRISTOPHER COLUMBUS HIGH SCHOOL, BRONX, NEW YORK

To paraphrase the Declaration of Independence, governments are instituted to secure and protect the rights of the people to life, liberty, and the pursuit of happiness. For most young people, the school is the agent of authority which most often provides the shelter in which those rights are enjoyed daily.

Schools in our city, as in other cities, are the anchor of stability and the beacon of hope in the community. It is in the school that our children learn the history and future of the concepts of peace, equality and justice. Daily, in our high schools, students learn the social skills of articulating their rights and performing their respon-

sibilities. When violence or even the fear of violence and crime intrude, then those fears impair and intrude on the opportunities for a wholesome educational experience. Our duty is to make the present reality of our schools better than it is for all children and adults. With the help of this bill, we in the schools can do that.

Crime and violence exists in our society for many reasons. In the last 30 years our society has gone through numerous changes which have challenged basic assumptions about life in America and its role in the world. In the political domain we have seen prominent leaders assassinated and/or shot. The general consensus about our Nation's participation in World War II was not repeated in the Viet Nam War. Systemic reforms that were long overdue were brought about by the civil rights movement but in some instances the promise remains unredeemed. The roles and relationships between the three branches of Federal Government have evolved in different ways since 1945. More recently, the roles and relationship between the States and the Federal Government have been reexamined and the subject of much discussion and action. Our view of ourselves in the world has shifted during the protracted Cold War. Even now, our Nation is trying to come to terms with the unfolding realities of the collapse of Soviet communism, and the continuance of dictatorship in many other nations.

Economically, we are just beginning to emerge from a difficult recession after a period in which many citizens as well as governments spent more than they earned. The rapid contraction of business in the last 5 years has seriously depressed our local economy particularly in those job areas which do not require college preparation. This has deleteriously affected many of our youth directly and it has discouraged many others from trying as hard as they might have tried, otherwise.

Socially, our Nation and its people have gone through a dramatic restructuring of the American family. While roles for each gender have been redefined, the definition of what constitutes a family has changed also. In the United States nearly one half of all children grow up in a single parent household. In this city, large numbers of our children are poor, and receive inadequate or no health care, except in emergencies. Many more cases of child abuse and neglect have been reported in each of the last 3 years than I've seen altogether in the previous 10 years. Many of our youth have become involved in drug traffic though there has been a decline recently in the number of apparent drug abusers. Alcohol abuse continues to be an initiation rite into adulthood for many of our teenagers. These and other factors have disrupted traditional human relationships including those within and between families.

Each of these factors have contributed to a weakening of the social contract which binds us together. When adults are challenging themselves and others to redefine what is right and wrong, is it any wonder that some of our youth may act and act out without regard to the intangible limits of self respect, respect for others, and respect for authority.

My overview of the political, economic, and social forces at work in our society is not meant to find that crime is society's fault, because in no way do I believe that. Rather, my focus is on the fact that the social contract has been weakened. It provided for civil discourse, civil ways of resolving disputes, and peaceful conduct in and out of our schools. What is missing in the experience of many young people, as well as some adults, are the skills to resolve conflict and mediate disputes in the context of individual responsibility and personal accountability for actions.

Perhaps, there has been too much social scapegoating for the ills of society. Systemic and institutional factors have played a role in the poverty and deprivation in some of our communities. But there should be greater emphasis on individual responsibility and personal accountability for actions. Guns are terrible weapons, but it is people who pull the trigger!

As Principal of Christopher Columbus High School I deal with an organization of over 3,000 people. With about 2,850 students and over 200 adults, we have the equivalent of a small town. We provide federally assisted breakfast and lunch programs. We teach students speaking, listening, reading, writing, Math, Science, Social Studies, Second Languages, Business, Music, Fine Arts, Technology, and Health and Physical Education. In addition, we provide intensive English as a Second Language instruction to nearly 400 youngsters who speak more than thirty different languages. About 60 percent of our students report that a language other than English is spoken at home.

At Christopher Columbus High School, the Quincentennial High School, we graduate almost 500 students a year. About 80-85 percent go on to higher education, about 50 percent to military service, and the rest go to work. We have advanced placement programs in Chemistry, Mathematics, American History, Spanish, and Music. We count among our distinguished graduates Attorney General Robert Abrams, State Senator Guy Vellella and actress Anne Bancroft. More importantly

among our graduates are nearly 10,000 working men and women, and parents of children now in the school system.

I have been Principal for more than 5 years. Until recently, we had only a few gun incidents associated with New York's public schools. Until recently, almost all were outside the schools. In the past year we have seen an increase in violence throughout the city including cases in which intruders have been apprehended in possession of a gun inside one of our schools. The very nature of weapons being brought to school by students reflects the weakening in the social contract. This situation contributes to the fear of many people in our city and in our schools today. This bill should help reduce that fear through actions meant to keep our schools safe havens against violence in the streets.

Let me turn to a discussion of specifics in the proposed Classroom Safety Act of 1992 (H.R. 4538).

The proposed Federal legislation deals with direct funding of anti-crime and safety measures such as the prevention of violence, crime and drug use in schools. To do so it would permit school system authorities to purchase crime prevention equipment including metal scanners and detectors as well as video surveillance equipment. The inclusion of high quality walkie talkies should be considered in the use of funds, also.

The prevention and reduction of participation of students in organized crime and gang-related activities is another worthy purpose of this proposed bill. I suggest that the focus be on the use of funds primarily at the high school level. It is anticipated that a Coordinator of Security or manager for each high school would report directly to the Principal under a locally proposed plan. I believe that this person should be in addition to any supervisory staff at the school to supplement the educational mission of the school.

The Security Manager position proposed by the Board of Education should be filled by a retired law enforcement officer who has an administrative, supervisory and operational background. Additional qualifications might be training in security methods. The American Society for Industrial Security (ASIS) has a program for certifying specialists in this field (CPP) Certified Practicing Professional. Further training in adolescent psychological and social development would promote the effectiveness of such a manager.

An additional portion of the funding could be used to have off-duty police officers from the local precinct covering our local schools. They would work on a per diem basis. Two officers employed each school day could act as assistants to the Security Manager and be assigned to duties that would impact on the problems of selected schools where drug traffic or organized crime are an issue.

The officers should be screened and interviewed by the Security Manager and placed on a security per diem list of availability according to the police duty charts.

There are several advantages to this plan:

1. An increase in the sense of security in the school.
2. The Principal would no longer be dependent on the regular school-based police officer who is only present on an irregular basis at the discretion of the local precinct commander.
3. The officers working at the school would be on patrol in the area on their on-duty hours and would be familiar with people and street conditions in and around the school.
4. There would be more interest in the school by the police from the local precinct because it would be a source of employment for them.

The Security Manager could make good use of his contacts in the Police Department, if he is a retired police officer. By staying in contact with specialized units such as Youth Division and Community Affairs, he could keep close tabs on gang activity and use of drugs by students in and around our schools. Out-of-school incidents that could result in violence in the school would be reported to the school Security Manager. That type of information would be constantly reinforced through daily updates received from the off-duty officer working at the school. Through development of these sources of information the Security Manager could provide the Principal of the school with a flow of reliable, up-to-date, intelligence concerning drugs, gangs, weapons and possibility of violence at the school.

Metal detectors and scanners are very valuable security devices. They are probably the only sure-fire method of preventing guns from entering the schools. Additional portable radios or walkie talkies are a must for each security person assigned. Good security is dependent on a rapid response communications system.

Video surveillance cameras enhance the security team's ability to monitor the dead-end corridors of some of our school buildings. These enable a limited number of security officers to be used more effectively than otherwise. Also, video surveil-



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lance cameras can be very useful in off-hour periods when there is limited use of the school facility as well as minimal staffing.

Recently, much has been written and said about school security. Since the tragic shootings at a Brooklyn high school, almost everyone associated with public high schools has asked themselves, "Could it happen here?"

The other significant portion of the bill is the provision for conflict resolution and peer mediation counseling programs for students and staff. Many schools have had experience with these concepts and they work very effectively to reduce and prevent conflict. The key elements involve training students and staff in mediation and counseling techniques.

These methods have been demonstrated effectively by a reduction in the number of student fights and suspensions. Furthermore, these techniques help to reinforce and restore the social contract among our youth.

At our school we have had numerous discussions with the Parents Association Executive Board, with the UFT, the Consultative Council, student leaders and community-based people. A consensus emerged that it would be best to ask that our school be included in a "Safe Haven" metal scanning program.

A Safe Haven program has three major elements:

a. Random metal scanning of all people who enter the school,

b. A computer-based card entry identification system,

c. Magnetic locks on all exit doors in the school.

Metal scanning prevents people from bringing weapons to school. The card entry system identifies all students who enter as it records their attendance. The magnetic door locks will keep cutting students from leaving the building.

These are obvious benefits to our students' safety. Forty schools are to be included in the Board of Education's Safe Haven program. The consensus opinion of parent representatives, Union, student and community leaders is to be included in the program. Therefore, I conveyed that decision to the Bronx High School Superintendent. He informed me that we will be included in the Safe Haven program during the Fall semester.

Educators are people who work hard to instill in the next generation the values of peace, equality and justice. Working together we can ensure that our students continue to remain safe at school. Thank you for your cooperation.

Mr. SERRANO. Because of our desire to have the students involved, every so often there is a change in class. There will be a change now. I am going to ask the panel to please hold on tight while we have a change, and then we will have the questioning period once the next group comes in.

We want to thank the students for your participation and remember if you wish to write to our office with any kind of comment or suggestions, feel free to do so.

[Pause.]

Mr. SERRANO. We will try to deal with the issue of the students coming in the best way we can, but we really cannot wait for everybody to come in, it creates a problem.

Let me, first of all, thank all three of you for your testimony. I notice that there were a few words that were mentioned, a few phrases that were repeated by all of you. You mentioned role model, you all mentioned role models. But what role models is it that our young people are looking for? What role models is it that our young people could use? After all, when I was a kid baseball players were role models, but that was before we got into their private lives and found out that they had drug problems and drinking problems and that they kick their dogs or that they drive too fast or get arrested with guns. Some of our better athletes have been arrested with guns.

As much as Congressman Owens and I visit schools and can claim that we come from either this community or a similar community, I don't think that politicians these days are in any condition for the mass public to consider us role models. So is it the role

models that everybody usually talks about? Or is it another type of role model we should be bringing into the classroom or trying to push in front of the children?

Mr. TORO. Mr. Serrano, I would like to say that they are the role models, the kids are the role models. We have got to be able to instill, like Congressman Owens said, the sports program. When I was going to school, that got me. My role model was Jesse Owens, the great track runner. Your sport was baseball, mine was track, sir. And I will let you know that these kids don't have much to look up to. We have to instill in them to be role models. We have got to give them an avenue, a stage in which to perform. They are talented, they are versatile, these kids are good. They have got a lot of role models within themselves that they can follow. The leadership is there, all right? Their leadership is there and they can succeed.

Mr. SERRANO. But nevertheless, there is this belief that we need role models in the community. You're telling me that the role models are the other youngsters, or the youngsters themselves, but we seem to think in the society that a role model has to be one who has already attained a certain position in the society. One, do you agree with that, Mr. Toro; and, two, if you do, who would you consider a role model today?

Mr. TORO. Well, you are correct in saying they have to attain. We need more people to graduate. We need more people to go to college and come back into the community. Unfortunately, not a whole lot of my brothers and friends came back from a war that they paid dearly with their lives.

The role models—we used to have community evening centers. On Hole Avenue (phonetic) there is a fantastic tennis program, there is a role model there. On Hole Avenue in the Madison Boys Club there is another role model. Inside the classroom, all the schools, the teachers are role models. We have to be able to pass this on to this generation; show them what it is to be a leader and exemplify good personalities.

Mr. RAMOS. I just want to say that what we consider role models is, like, someone that we can relate to. Someone who has already gone through what we have been through and overcame it and has come back to put confidence in ourselves so that we can do the same thing. A lot of people out here, like the teachers, they don't know what we go through every day in our lives, because they grew up in a totally different environment or in a different situation, so they can't relate to us. That's why we can't view them as role models really and hope to be some day like them.

Mr. SERRANO. Let me ask you something, Mr. Ramos, on that point: I am not one of those who goes around saying "It used to be better," because ever since I have been living in New York there have been serious problems, different kinds of problems at times, but serious problems. But at the expense of sounding melodramatic, my role model was my father, who with 2 years of education, only 2 years, was the smartest man I knew. And I remember my brother once, after watching the Lone Ranger on a Saturday afternoon, looked at the window with his hands and said, "Bang, bang, I just shot that guy," and for that he caught hell the rest of the weekend for just saying that.

Have we tried to replace a role model in the home by looking for role models outside or should we still be looking for the role model in the home?

Mr. RAMOS. In a lot of places there is no role model at home so we have to look for one outside and replace them. We can't just hope that one will come along, because there is none there, so we have to replace them with ones on the outside.

Mr. MELIA. I would like to add to that, if I could. It seems to me that there are plenty of role models in society. Some of the ones you talked about are unfortunate, they are tragic; you know, the baseball players, the politicians, the movie stars, the writers, the people who make films. Many of them are very successful and they become very good role models for our youth to emulate. I think, for instance, of a John Singleton, the new film director from Southern California. And, yet, there are other people who have not realized the burden they carry when they become a public figure, and they have tragically spent the investment that all of us have put into them. You know, the sports star who, perhaps, gets weaker than he should and falls to temptation, whether it is drugs or some kind of criminal activity.

I think we have to, as teachers and educators, and as leaders in our communities, have to look at those role models in our communities and not look with stereotypical eyes, but instead look around and say who is there reinforcing those values that we believe in, that keep the family together? Who is out there who is promoting education? Who is out there promoting safety in the schools as well as in the community? Who is out there building people up rather than tearing people down? I think if we focus on those kinds of values with the people in this audience and other parts of this building and other school buildings around the country, we will be helping our young people to become better at distinguishing between those people who have attained material success and those people who are really worth emulating and being role models in our society at large.

Mr. SERRANO. You know, I don't want to drive this subject to death, but it is an interesting subject. In all honesty what I am hearing from everybody is that perhaps we are not sure who or what the role model should be, because we seem to be painting an abstract of what this person or what these people should be like.

So, is it possible then—and this is a heavy burden—that the role model could become the person in front of the classroom. Do we need more and more to do the kinds of things Congressman Owens and I are doing in Congress, which is to try to bring more of the people sitting in this audience right now into the teaching profession so that they can show the way? Does that make any sense?

Mr. MELIA. Yes, yes, it makes tremendous sense. And in my view as a principal, one of things I look for in candidates for teaching is are they ready to assume the responsibilities of becoming a role model? It's a very important task being a role model, because it means that you are going to give of yourself to help other people. Our teachers, as well as parents and school aides, and supervisors and others in the schools serve in that capacity, as role models.

Mr. SERRANO. Mr. Ramos, I just would like to get off this subject for a second and ask you a question. I am sure that as a responsi-

ble person who is Vice President of the Student Government Council, I don't have to ask you, I know that you were as upset as everybody who thinks straight in this country should have been when the Rodney King verdict came down. How did you deal with your anger and your outrage at that point, as one who could very easily have used your position within this school to get people excited in a hostile way?

Mr. RAMOS. You're saying how did I react?

Mr. SERRANO. Yes. How did you react and deal with your frustration at what you saw happen when there was, as the Mayor said, a miscarriage of justice, where we had a videotape, and yet a jury said that they never saw anything happen, or what they saw was not criminal or no one should be convicted of a crime?

Mr. RAMOS. I felt confused. I was, like, is this a joke? I mean, you see it in your face, but you're saying no? So I didn't know, but in my mind I know that, the way I see it, what goes around comes around, and I knew the cops were going to get it anyway, regardless of if the jury said "Guilty" or "Not Guilty." So I really didn't show my anger through violence or anything like that. I just got the feeling of let the government handle it. There is really nothing I can do better than the Federal to help the situation.

Mr. SERRANO. And you still felt somehow confident that that wrong would be righted on down the line somehow with these particular police officers?

Mr. RAMOS. Yes. It was too plain to see what they did, to let somebody go like that.

Mr. SERRANO. I would like to move to Congressman Owens for some questions before I come back.

Mr. OWENS. Mr. Ramos, you said in your testimony "Another reason why violence seems to erupt with young people is the simple fact we have nothing constructive to do. I would maintain that violent actions and crimes occur after parks and other recreational centers are closed up. Youngsters then view violence as a form of entertainment."

Mr. RAMOS. Yes.

Mr. OWENS. Can you elaborate on that a little bit and tell me, first of all, before you go outside to the parks, what kinds of activities in the school do you think we should have that you don't have at James Monroe High School?

Mr. RAMOS. I think the after-school program should be held over a little longer, like keep the gym open.

Mr. OWENS. You don't now have after-school programs?

Mr. RAMOS. I'm not really aware of that.

Mr. OWENS. You have no after-school programs other than sports; you have sports programs, don't you? Do you have sports programs here?

Mr. RAMOS. Yes.

Mr. TORO. We have a limited sports program, sir, not a full-scale. We do have a ninth period where extra classes are taught.

Mr. OWENS. What kind of sports program do you have?

Mr. TORO. We have an outstanding baseball team; we have a basketball team; a swim team; a handball team; tennis team; and bowling team.

Mr. RAMOS. It's all teams, not like come here if you just want to come and have fun, whatever.

Mr. OWENS. I don't understand. What is that?

Mr. RAMOS. I mean, there is not like a program for anybody, there is just teams that practice and stuff after school, so if you want to do something, join the team.

Mr. OWENS. There is no way for any student who wants to participate in sports to have some way to participate?

Mr. RAMOS. Not that I am aware of.

Mr. OWENS. Okay. Let's move outside the school, in the community surrounding the area.

Mr. RAMOS. Okay.

Mr. OWENS. What kinds of things do you think there should be that you don't have?

Mr. RAMOS. I think there should be more sports centers opened up because there's none where I live, or anywhere near there. There's just playgrounds for little children and, you know, stuff like that; not for the teenagers to go and——

Mr. OWENS. Do you feel that we adult leaders, Congressmen, Assembly Persons, City Council persons, principals, Chancellor, have abandoned young people if they don't have this kind of program?

Mr. RAMOS. Yes.

Mr. OWENS. You feel you have a right to that, you should have it?

Mr. RAMOS. Yes.

I mean, after the parks closed up, or whatever, the basketball courts, you're just walking around hanging out. The first things pops—the first thing I hear somebody say is, "Why don't we beat up somebody." Or, "Let's jump this crackhead or this bum on the street." There is nothing else to do, either go upstairs, or that's the only thing left to do on the outside. I mean, you can't go nowhere.

Mr. OWENS. Mr. Melia, what would it take to institute programs for our young people, which is similar to what existed in New York City 25 years ago, and what exists right now in the suburbs or a lot of other cities. What's the problem? Why can't we have that first beginning with schools? Since you are a principal, what's the problem? Why can't we have these programs?

Mr. MELIA. I think one of the key problems is financial because in order to run after-school sports programs you need equipment and you need material. You can't put the burden on the young people and their families to pay for uniforms. What you described to me earlier about schools where students get band uniforms or instruments, or football players get uniforms, it takes money to buy all those things, and our schools are cash poor, shall I say. We don't have the money. In addition, it takes training for staff. It takes training more staff to, perhaps, become coaches, to get the certification needed to become coaches and then to be supported in staying after school to work with our young people.

In a society in which more and more adults, even if they are in the family, are out at work until 5 or 6 p.m. in the evening or perhaps later, we have more and more of our students who don't have the ability to take advantage of inside school programs.

Another instance: We talked earlier about science and math and other academic areas, there should be tutoring available to young

people until 5 p.m. Why that doesn't exist now probably has to do with money, in terms of paying teachers to be tutors, to pay young people who are achieving success a stipend to tutor other young people who, perhaps, need a little help in math or science or social studies or some other subject.

A process by which those young people who have advanced standing in our schools, perhaps 11th and 12th graders, to be recruited into a teacher corps, to go out and teach adults in the community who don't know how to read or write, who don't have high school diplomas themselves, those basic skills, so that they can become themselves proficient. That kind of intergenerational program there isn't money for apparently. That would be another initiative.

Mr. OWENS. Can you move to another issue: Do you think my question is irrelevant——

Mr. MELIA. No.

Mr. OWENS. [continuing] or a low priority question? Are sports and extra-curricular activities important or not, in terms of doing your job, Mr. Toro, or doing your job as a principal, would it be far easier—not far easier, but is it relevant that they should have these activities?

Mr. MELIA. Yes.

Mr. OWENS. Would we have less problems with violence?

Mr. MELIA. Yes.

Mr. OWENS. Would we have greater motivation?

Mr. MELIA. Yes.

Mr. OWENS. Would there be less attendance problems?

Mr. MELIA. Yes.

Mr. OWENS. Am I talking about something that is superfluous and doesn't really matter? Does it really matter?

Mr. MELIA. It is like an inverse relationship: The more the disruption in the community at large, the more there is dysfunctional families out there, the more that many of our communities are suffering from the economic poverty and the decline of this recession and other crimes of economic calamities, the more the school has to be there to fill the gap. The more the coaches become surrogate parents, surrogate moms and dads to kids who mentor those young people, encourage them to work hard, go to school, the more our young people learn self-discipline and self-respect and learn about other ethnic groups and other kids in their school that they may just pass in the hall and never think twice about, but they become part of a team.

I think young people like to be part of something that is bigger than themselves that is associated with success, and to deny——

Mr. OWENS. What I would like it to be—is it vital, Mr. Toro, would you have students who are better motivated and would perform better if they had access to full participation and programs of their choice, whether it is sports or performing arts, whatever?

Mr. TORO. I definitely agree. We just can't measure our students' success on our academics. We have got to give them another opportunity, another means in which to channel their intelligence. I am a product of that. I wasn't an outstanding student in high school.

Mr. OWENS. As an educator would you tell me, a politician, that you need that as badly as you need a math teacher?

Mr. TORO. That is correct, sir, and I was a coach in school, and the trials and tribulations I went to to get a team, the requirements, the economics, I say we do need teams.

Mr. OWENS. You need support for it. Students should not have to pay for their own examinations.

Mr. TORO. Right.

Mr. OWENS. They should not have to pay for their own uniforms. We have got to raise money for that.

Mr. TORO. Nor their transportation to get to the event. We should be able to have all facilities for ourselves.

Mr. OWENS. I am asking you these questions because I want them on the record. This is a record, a hearing, an official hearing of the United States Congress. I want them to understand that this is as vital as anything else. If you really want to deal with violence in the schools, alienation of young people, the feeling of abandonment, what better way to abandon somebody than to cut off activities that they need in order to develop and grow and express themselves.

Mr. TORO. It is not just through the sports. You're talking the arts, you're talking music, you're talking the drama department. Our kids have an ability to express themselves in a positive manner. The graffiti you see on the wall is because they want attention and this is the way they're doing it. Nobody else is giving them attention. They come to the school to socialize, to properly interact. We've got to be able to provide places for them to do that, and without programs, it is just like what Rey says here, they go outside, they go outside and cause violence, they go outside and get drunk. It's unbelievable, the things that I have to deal with on a daily basis, from homelessness to suicide attempts, to parents abandoning their kids.

We have got to give them hope; we have got to give them expectation. We have got to go back to some fundamental values within our society.

Mr. OWENS. So these positive activities we should raise to a high priority level and stop treating them as if, you know, only if you have money left over, after you do everything else, should you have the programs which motivate the students and allow them a chance for self-expression and self-control.

Mr. TORO. We can't just concentrate on the academics. They will always express themselves and they can do it in a positive manner, and I have worked with all these people out here and all these students know me. We have worked with them and they can express themselves in a very positive manner and we need to encourage them to do that and continue to provide places for them to do that in.

Mr. OWENS. But we are not hearing enough of that from educators in New York City. We would like to hear more from the principals, the Chancellor, the teachers, the Board of Education members. Everybody is downgrading that kind of thing, assuming it doesn't really matter, you know. It is only after we get everything out that we should even pay attention to it. That is why I am what you call leading, leading the witness in this sense, because I want it on the record, I want to know what you think.

Mr. Ramos, do you have another comment?

Mr. RAMOS. Well, you see what happens when you treat it as a low priority thing, so why don't you see what happens when you treat it as a high priority? See if things get better because things are not getting better right now.

Mr. OWENS. Thank you.

[Applause.]

Mr. SERRANO. Let me take this opportunity to welcome this group of students that are here during this period, and to tell you that what you are witnessing is a hearing of the Education and Labor Committee of the United States Congress, the Subcommittee on Elementary, Secondary and Vocational Education, dealing with legislation I have introduced, the Classroom Safety Act of 1992, to deal with the issue of violence and safety in schools.

We wanted to hold it in front of students, and students have been coming in and out all day, so that you could be a witness to it. We didn't plan it this weekend after what happened in L.A., this was planned weeks ago. It is just a coincidence, perhaps a sad coincidence, that it is taking place today. We have had the Mayor testify, the Borough President, the Chancellor, and we have this panel which we have asked more questions of because they are the ones who are on the front line. And, so, we want to thank you for being part of it, and we will continue.

Mr. Ramos, I wanted to ask you, one of the parts of this and what this bill is trying to get away from is that up to now the way to deal with violence in the school was to put a metal detector somewhere. What this bill tries to do is deal with the whole issue, including metal detectors.

Is it only people who are carrying something in the school upset that there are metal detectors or do students in general feel the metal detectors set a negative tone or are insulting or create an atmosphere which they don't want to be a part of?

Mr. RAMOS. Yes. I think students in general feel inferior when they are being searched. I, myself, feel like a criminal and I don't even have any gun. And they just search you, and they pat me down just to learn, that's stupid. It helps. I guess it's the best possible way——

Mr. SERRANO. Okay, that was going to be my next question. I don't like being searched either, but I'd like to feel certain that the guy next to me in the elevator is not carrying a weapon.

Mr. Toro, we have spoken in general terms, but you are charged with the responsibility, and it is a difficult responsibility, and so are you, Mr. Melia, as a principal, to deal with an issue like this when it comes up. Could you give us in a brief way—and I know it is unfair to say "briefly," but time is a problem—how do you deal with a situation where you find out that someone is bringing a weapon to school and you catch the person? The obvious way is the old suspension and throw the gun and the kid out, but the problem goes deeper. How do you deal with that?

Mr. TORO. Sir, you are talking to a topic real dear and close to my heart. As you know, I am a Dean, and I watch these students get scanned on a weekly basis, and now we understand we will be getting scanned every single day. We feel really bad, we feel like criminals. Somebody out on the street told me once, the more cops

you put on the street, the more robbers you are going to put on the streets. Maybe that is not the answer.

We have to be instructional. How do I deal when a student is caught with a knife, a box cutter? We have been fortunate, we haven't caught many guns in this school. I only say "many," I think within the last 3 years I have seen one pistol here in this school, maybe two that we have known about. Box cutters and knives are prevalent, and they do use it for protection.

How do I deal with it? I instruct them that they have violated school regulations. I try to be fair with them and firm, and they have got to pay the consequences, but I am there for them, to make them understand that there are other means to deal with their anger and their hostility. There are people, there are services that I can refer them to where they can get counseling so that they can get protected. There are the police services, the community affairs. We have counselors in the school that deal with our students on a daily basis.

Next Friday I am going to Brooklyn for a Superintendent's suspension, that's one of the ways. Hopefully, if we can instruct these kids that weapons are not a means. I was in the service and I know what weapons do, a lot of damage to a lot of people.

Mr. SERRANO. You said the consequences, what are the consequences?

Mr. TORO. The consequences for possession of a weapon in school is a Superintendent's suspension, at which time they will be given a fair hearing in Brooklyn, where it is up to the hearing officer to determine if a crime has been committed, if they were caught with the evidence upon them in a proper way. They will probably just get transferred to another school. We can't expel them, they need their education, and hopefully with another setting, they will rectify their means and go the right way.

Mr. SERRANO. How do you balance, Mr. Toro, the fact that a student may be caught with a weapon and therefore has violated the rules, not only of the society but of the school, and the fact that that student not only has a right, but I know you have the desire to supply that student with an education; how do you deal with both in terms of bringing that person back into the system?

Mr. TORO. With related services and counseling and proper instruction.

Mr. SERRANO. And has that been working?

Mr. TORO. It has been working to not a great extent. It needs to be more visible. We need to show that this is what we want. We need to show that. We tend to neglect them and as soon as we find out that they're caught with a record, "Oh, he probably deserves it," and he gets shunned and he gets cast away.

We don't need to turn away these kids, they get turned away every single day. We don't know where they come from. We don't know if their houses were set on fire. We don't know if they ate a different meal. We don't know if they shared a room with three or five or six brothers. We have to be able to be out there for them. They get turned away too often. We've got to be able to instruct them. If the law is going to protect them, we have to be able to instruct them on what the law is and give them that opportunity to correct themselves in a more proper manner.

[Applause.]

Mr. SERRANO. Let me ask Mr. Frank Melia, Principal of Christopher Columbus High School to comment on that. How do you deal with it? How do you see your responsibility to provide this education to everyone, whether education for rehabilitation, this issue or not, how do you deal with that?

Mr. MELIA. Well, first of all, it is the policy of the Board of Education that students who carry weapons are to be suspended, and they are suspended; whether it is at Columbus, Monroe or any other school in the city, that policy is followed. A Superintendent's suspension most often result in conviction or a finding that they were indeed carrying the weapon and broke the rules, and a transfer to another school.

It has been my experience that the transfer to the other school doesn't always work to provide that student with the appropriate kind of intensive and enriched alternative educational program—or, perhaps, not even an educational program, life skills, just to reorder that person's life and get them or help them to come to terms with the kinds of things they have been doing or just the kinds of things they should be doing. Indeed, there are a number of cases when a student is in possession of a weapon where he or she has also violated another rule, not the school's rule, but the criminal code, and very often a criminal case is made and many of those students go on to criminal court and suffer the consequences of conviction, if they are convicted.

I would like to pick up on something the Borough President alluded to earlier when he talked about in some cases there are some people who have either caused or gotten into such deep trouble with themselves that there needs to be a much more enriched, alternative kind of setting for those young people to reestablish themselves as a productive citizen. I think as a principal it is a great stress on each of the students in our schools to be concerned about people who are just sort of being bumped along from one school to another because of weapon's possession in one place and they're just sort of sent to another place, and there isn't a follow-up or there isn't a mechanism to follow-up in many cases on providing that enriched alternative educational program for that young person.

That's become more of a need to be addressed because of the greater incidence of violence. When it didn't exist, very often you had the resources, you could manage with the isolated case or two.

Mr. SERRANO. Thank you.

I have one last question of Mr. Ramos. You know, as Vice President of the Student Council you have a responsibility and you must come in contact with students who are no different than you. The frustrations of just being teenagers or being high school students with a lot of problems can be unbearable I'm sure. What do people tell you, in terms of how you should deal with your frustrations? What do you tell others? I know amongst your peers you share your frustrations. What is it that you tell them that you think may make a difference in how they react to whatever the problem of the day may be?

Mr. RAMOS. I really don't talk about my frustrations really to my peers. They just, I guess, kind of react the way——

Mr. SERRANO. Do they talk to you about theirs? Do you see any of your peers in a kind of a situation where advice from you, you think, might help?

Mr. RAMOS. Sometimes. But not when being frustrated on, like, an issue, a political issue, you know, like what happened in L.A.

Mr. SERRANO. What would you tell them, you know, if there was going to be a fight somewhere and you knew that somebody had a knife or it could lead into a knife, you know, what would you tell them?

Mr. RAMOS. I would tell them to not go over there. Of course, there is going to be trouble there, so I would try to lead them away from trouble and talk to them about different means of settling their disputes.

Mr. SERRANO. Listen, I want to really thank the members of this panel because I know I speak for Congressman Owens and for myself, the three of you are representative of three branches, if you will, of the school system which faces on a daily basis many, many problems. And while there are students that carry a weapon to school, most do not, and those that do need our help and our caring. And while there are some teachers who maybe should have stayed in the military, certainly, you are not one of them, Mr. Toro. And you wouldn't be here as a principal, Mr. Melia, if you were not interested and cared for the students before you.

So we want to thank you for coming before us today and I would encourage the students to give Mr. Ramos, who has come forth to testify in this community and in this school, a big round of applause for the work that he has done here today.

Let me thank all of you.

[Applause.]

Mr. SERRANO. Our last panel will be composed of Mr. Edward Muir, Chairman of the School Safety Committee of the United Federation of Teachers, and Dr. Arnold Goldstein, Special Education and Rehabilitation, from Syracuse University in Syracuse, New York.

Now I remind the panel, as I did the other panels, that the testimony you present, the written testimony, will be included in the record, which becomes the official record. Therefore, we would appreciate it if you could summarize in 5 minutes each so that we can then ask you some questions.

We will first ask Professor Goldstein to begin.

## STATEMENT OF ARNOLD GOLDSTEIN, SPECIAL EDUCATION AND REHABILITATION, SYRACUSE UNIVERSITY, SYRACUSE, NEW YORK

Mr. GOLDSTEIN. Congressmen Serrano and Owens, thank you for inviting me here today. I think maybe I will start by trying to flesh out a thought that previous panelists each mentioned, and that is the notion that school violence derives from violence elsewhere, including the community in particular.

Let me flesh it out with some facts about violence in the community. First, guns: One out of every 10 American youngsters who died in 1987 was killed with a gun. In both 1988 and 1989 new records for firearm murders of youths 19 and under were estab-

lished in the United States. These are dramatic increases, even when adjusted for population growth. Teenagers in America were, at a minimum, at least four times as likely to be murdered than were their counterparts in 21 other industrialized countries. In this context it is worth noting that there are approximately two hundred million guns in the United States.

In 1990 alone 1.8 pistols and revolvers were manufactured in the United States, and 683,000 handguns were imported.

The American home is no stranger to physical aggression. A recent nationwide survey revealed that 93 percent of the people surveyed reported having been spanked as children, 55 had been slapped or kicked as children, 31 percent reported being punched or beaten, 14 percent threatened or cut with a knife, and 12 percent threatened with a gun or actually shot at. Twenty-five percent of American wives, according to two separate surveys, report having been targets of physical abuse by their husbands.

Child abuse, as we know, is also a major out-of-school location for aggression in America. One point nine million instances in 1985, two million in 1986, 2.1 million in 1987, and on and on, 2.4 million in 1989.

In addition to street and home, the U.S.'s third major setting for the expression of aggression is the mass media: newspapers, books, comics, radios, movies and especially television. Prime time television in the United States during 1989 showed an average of 9.5 acts of violence per hour; the comparable figure in 1982 was seven acts per hour. Saturday morning cartoons portrayed 25 violent acts per hour. By age 16, the age of several people here in the audience, the average American adolescent who watches television approximately 35 hours a week, will have seen 200,000 acts of violence, 33,000 of which are murders or attempted murders.

The levels and forms of aggression evident in the street, home and mass media provide a relevant context for the central topic of the testimony offered here, aggression in America's schools. Acts of school violence are best viewed not as a phenomenon apart, but simply as another manifestation of violence in America.

So let me give you a few facts about violence in American schools: There were 18,000 assaults on teachers in 1955 in America, 41,000 in 1971, 63,000 in 1975; by 1979 the number of such attacks had risen to 110,000. The situation has not improved in subsequent decades. In 1988–89, compared to the preceding year, school crime increased by 5 percent and in-school weapons' possession rose 21 percent in California's public schools. In a similar comparison for New York City, there was a 35 percent increase in assaults on students and school staff, a 16 percent increase in harassment, a 24 percent increase in larceny, and an overall crime-rate increase of 25 percent.

We now have American schoolteachers talking about something called the "battered teachers' syndrome," a combination of stress reactions involving anxiety, depression, disturbed sleep, headaches, eating disorders and so on.

That's assaults on teachers, what about assaults on other students? Two-and-a-half million of the three million crimes committed in American schools in 1989 were thefts. During the first half of 1990, approximately 9 percent of all students between ages 12

and 19 were crime victims in the United States; 2 percent of violent crimes and 7 percent of property crimes. Fifteen percent said their schools had gangs; 16 percent claim their school has an actual or threatened attack on a teacher. Brings us back to guns again.

From 1986 to 1990, 71 people, 65 students and six employees——

Mr. SERRANO. Excuse me, Professor. I thank you for coming, but I would like the class to leave as quietly as you came in so we can continue our hearing.

Thank you.

[Pause.]

Mr. GOLDSTEIN. Since 1990, another 201 seriously wounded and 242 were held hostage at gunpoint. Older adolescents were most frequently the perpetrators as well as the victims. Such school gun violence grew from gang or drug disputes, long-standing arguments, romantic disagreements, fights over possessions, and accidents. An estimated 270,000 students carry handguns to school one or more times a year, and it has been estimated that 7 percent of boys and 2 percent of girls carry a knife to school every day.

We have been able to identify in the research literature almost 150 different types of programs; some are student-oriented, there are different types: Student-oriented, such as student governing boards, interpersonal skills training. Teacher-oriented, such as teach parent-and-teacher interaction. Multi-cultural training for teachers, curriculum-oriented, administrative-oriented, oriented to physically altering the school. Some are parent-oriented, some focus on security personnel, some on the broader community. Indeed a wide variety.

Our approach, called aggression replacement training, is in many schools, including in New York City. I think the only thing I would say about it at this point is that it is an example of the fact that successful efforts to reduce violence must focus not only on the perpetrators of such violence, but also on the aggression teaching, aggression encouraging and aggression rewarding persons, groups and environments of which such youngsters are a part.

In our work with parents and parents of aggressive youth and gangs of aggressive youth in Brooklyn, the focus is on trying to capture the peer group, trying to capture the environment so that we are not only trying to change the aggressive youth, but the context of which he is a part. Let me give you an example:

What would be an example of an environment from which an aggressive youngster might come?

The night before the aggressive act the youngster stayed up late watching several television programs high in levels of violence. He went to bed late, after doing no or little homework, and while lying in bed he heard an argument between his parents that was highly aggressive and not settled by compromise; maybe it was settled by physical force. The next morning he was left to fend for himself getting ready for school, probably had a high sugar breakfast, by the way, and walked off to school through an area where he might or had been harassed or shaken down. He entered school through what I call a message-full metal detector, into a school corridor, probably in disrepair. The school is large, heavy use of punishment, inconsistent and ambiguous rules, weak administrative support of teachers; the school is crowded, there are a high number of school

intruders, little parent-teacher coordination. The teachers behave in an authoritarian manner with grades used as weapons; student-to-student aggression is high and weapons are increasingly evident.

What about a youngster not likely or less likely to behave in an aggressive manner? He watched television the night before, but at least there was some social programming that he watched. He grew up in an environment with adequate gun control. There was youth programming in his community, what Mr. Owens was questioning about earlier, vocational and recreational. His school is a community help school, meaning it is open late, weekends, evenings, involves the family and not just the youngster. There are appropriate models in his environment. The school's discipline is fair and consistent. Rules are clear and mutually arrived at. The teacher catches the student being good, not just catches the student being bad and lets him know that he is being good. There are efforts to enhance and not diminish students' self-esteem. The teachers are figures to be respected and modeled. Teachers and parents work as a team. The school is a safe, secure, and predictable environment. When disciplinary actions are taken they are used so that in-school suspension is a time for skills training, not sitting and looking at the kids' shoes. Finally, the academic curriculum is alive and relevant, and includes vocational training useful to the youngster in his later life.

Thank you very much.

Mr. SERRANO. Thank you.

[The prepared statement of Dr. Goldstein follows:]

Arnold P. Goldstein, Ph.D.
Center for Research on Aggression
Syracuse University

Aggression and America are long and intimate companions. Both historically and today, collective and individual aggression are prominent features of the American scene. Collective aggression, born in a frontier spirit and irregularly enhanced by both the sanctioned collective aggression of warfare and the ready availability of guns in the United States, has historically found diverse expression in vigilante movements, feuding, agrarian and labor strife, racial lynchings, student and antiwar riots and, in recent years, in ever-increasing levels of youth gang violence. Individual aggression in America is more difficult to capture in objective historical perspective for two reasons. First, the major means utilized in the United States for systematically recording and enumerating individual criminal acts, the Federal Bureau of Investigation's Uniform Crime Reports, was not begun until 1933. Thus, less systematic and comprehensive historical accounts must be relied upon for information regarding pre-1933 levels of criminal aggression in America. Second, certain other forms of individual aggression, notably child and spouse abuse and a few classes of juvenile "misbehavior," were not a matter of general public concern and attention until the late 1960s. Such societal relative indifference to these behaviors has changed quite dramatically in recent years.

Much of what can be reported more or less factually about recent trends in individual aggression, especially of a criminal nature, is depicted in Table 1.1. This table, drawn from the F.B.I. Uniform Crime Reports, 1981 through 1990, is derived from crime statistics voluntarily submitted to the F.B.I. by police departments across America. It enumerates both the absolute number and relative rate (per 100,000 inhabitants) of major violent and property crimes in the United States. Violent crimes are defined to include murder, forcible rape, robbery, and aggravated assault. Property crimes include burglary, larceny/theft, and motor-vehicle theft. We are presenting these data here in order to provide a broad context for our later, more specific examination of similarly aggressive behaviors directed towards persons or property in a school setting. We do so in order to place our understanding of school violence in its proper societal context. The levels, forms and causes of aggression by youths in America's schools appear largely to parallel and reflect the levels, forms and causes of aggression in general in the United States.

The statistical levels and trends depicted in Table 1.1 are the focus of very considerable attention and often diverse interpretation in the United States. Our overall understanding of these data, in agreement with Skogan (1989), views crime in America as increasing in a generally consistent manner during the period, with the exception of a minor, transitory dip at mid-decade. In support of the oft-heard contention that individual aggression and vandalism in schools tends to directly reflect the

levels of such behaviors in the community at large, we illustrate later in this statement that much the same conclusion may appropriately be drawn for the rates of aggression toward people and property in the school context - namely, substantial increases across the decade, with a small, soon reversed reprise in its middle years. This rising trend is also clear in larger perspective.

Skogan (1989) summarizes the picture accurately:

> Those [diverse national] data portray steadily increasing rates of violence in the United States since the mid-1950s. The rate of violent crime [murder, rape, robbery, aggravated assault] rose slowly between then and near the middle of the 1960s, but it rose without interruption every year. Between 1955 and 1975, levels of violent crime increased by a factor of more than four; the property crime rate followed almost exactly the same pattern. Then, there was a three-year respite in this trend, a brief period during which both violent and property crime rates leveled off at nearly their 1975 high; this was followed by a climb to a new high in 1982, and again in 1986. Between 1953 and 1986, the violent crime rate rose almost exactly 600 percent and the property crime rate 400 percent. (p. 236)

Such heightened violence has become especially acute for America's youth. Between 1981 and 1990, for youths under age 18, all categories of violent crime increased substantially - murder and non-negligent manslaughter (60.1%), forcible rape (28.2%), aggravated assault (56.5%) (F.B.I. Uniform Crime Report, 1990). Of those persons in the United States arrested for violent crimes in 1990, 23,060 were under age 15, and 1,270 were younger than 10. Anecdotal evidence strongly suggests that this broad increase in youth violence is occurring for both males and females (New York Times, 11/25/91). One of every ten American youngsters who died in 1987 was killed with a gun. In both 1988 (1,538) and 1989 (1,897) new records for firearm murders of youth 19 and under were established in the United States, dramatic increases which hold when adjusted for population growth (Center to Prevent Handgun Violence, 1990). Teen-agers in America were, at minimum, at least four times as likely to be murdered than were their counterparts in 21 other industrialized countries. In this context it is worth noting that there are approximately 200 million privately owned guns in the United States. In 1990 alone, 1.8 million pistols and revolvers were manufactured in the United States, and 683,000 handguns were imported (New York Times, 1/13/92).

The American home is no stranger to physical aggression. A nationwide survey conducted in 1968 for the National Commission on the Causes and Prevention of Violence (Mulvihill, Tumin, & Curtis, 1969) revealed that 93 percent of survey respondents

reported having been spanked in childhood; 55 percent had been slapped or kicked, 31 percent punched or beaten, 14 percent threatened or cut with a knife, and 12 percent threatened with a gun or actually shot at. Domestic violence is visited not only upon children; spouses - particularly wives - are also frequent targets of physical abuse. Strauss (1977-1978) estimates that approximately 25 percent of wives have been targets of physical aggression by their husbands, an estimate generally reaffirmed in subsequent analyses (e.g., Stark & Flitcraft, 1988). An equally grim picture emerges for elderly citizens. In 1990, the United States House of Representatives Subcommittee on Health and Long-Term Care reported that 1.5 million elderly Americans, or 5 percent of all elderly United States citizens, are physically abused each year, most by their own children. In 1980, the comparable estimate was 1 million ("Elderly Abuse," 1990).

The recent history of child abuse in the United States has followed a parallel path. As recently as the mid-1960s, the terms child abuse and battered child syndrome were not part of either public or professional awareness. Largely through the efforts of such persons as Gil (1970); Helfer and Kempe (1976); and Kempe, Silverman, Steele, Droegemueller, and Silver (1962), significant consciousness raising has occurred. The nation is now keenly aware of child abuse. The number of child abuse incidents is quite substantial, reported in 1984 to be 1.7 million, an increase of 17 percent from 1983 and 158 percent from 1976, the first year such data were systematically collected (American Humane Association, 1986). Subsequent years continue to show a steady rise in the number of children reportedly abused - 1.9 million in 1985, 2.0 million in 1986, 2.1 million in 1987, 2.2 million in 1988, and 2.4 million in 1989 (Federation of Child Abuse and Neglect, 1990).

In addition to street and home, the United States' third major setting for the expression of unremittingly frequent and varied aggression is its mass media - newspapers, books, comics, radio, movies, and especially television. The impact of contemporary mass media on behavior is immense. One manifestation of this impact has been an increase in violence. This assertion is still disputed in some quarters, but a reading of the combined evidence about the influence of television viewing (in particular, on overt aggression) leaves little room for doubt or equivocation (Comstock 1983). The very heavy diet of violence offered by television appears to contribute substantially to both the acquisition of aggressive behavior and the instigation of its actual enactment.

Prime time television in the United States during 1989 showed an average of 9.5 acts of violence per hour. The comparable figure for 1982 was 7 such acts per hour. Saturday morning cartoons now portray 25 violent acts per hour. By age 16, the average adolescent - who views approximately 35 hours of





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television programming per week - will have seen 200,000 acts of violence, 33,000 of which are murders or attempted murders (National Coalition on Television Violence, 1990). No wonder a substantial minority of viewers will engage in actual, copycat violence.

The pernicious effects of television violence go further, extending to the substantial decrease in sensitivity, concern, and revulsion toward violence among the general viewing audience. Higher and higher levels of violence become more and more tolerable. These and other aggression-enhancing and aggression-tolerating effects of television have been documented in many sources (Baker & Ball, 1969; R. Brown, 1976; Comstock, 1983; Feshbach & Singer, 1971; Howitt & Cumberbatch, 1975; Lefkowitz, Eron, Walder, & Huesmann, 1977; Liebert, Neale, & Davidson, 1973).

The levels and forms of aggression evident in the street, home, and mass media provide a relevant context for the central topic of this testimony, aggression in America's schools. Acts of school violence are best viewed not as a phenomenon apart, but merely as another manifestation of behavior trends that characterize so much of contemporary life in the United States. Let us now turn, therefore, to our primary concern, aggression toward persons and property in America's schools.

## AGGRESSION TOWARD PERSONS

We are concerned in this statement with aggression in schools, toward either people or property. In American public education for the many decades preceding the twentieth century, such aggression apparently was infrequent in occurrence, low in intensity, and - at least in retrospect - almost quaint in character. "Misbehavior," "poor comportment," "bad conduct" and the like in the form of getting out of one's seat, insubordination, throwing a spitball, sticking a pigtail in an inkwell, or even the rare breaking of a window seem like, and truly are, the events of another era, events so mild in comparison to the aggression of today that it becomes difficult to conceptualize them as the extremes of a shared continuum. Commenting on Westin's study of urban school violence for the years 1870 through 1950, Bayh (1975), observes: "If, however, the system has never been totally immune from incidents of student misbehavior, such problems have historically been viewed as a relatively minor concern seldom involving more than a few sporadic and isolated incidents" (p. 3). Rubel (1977) has correspondingly noted that fights between students have changed from words and fists to aggravated assault with lethal weapons. In a manner consistent with our interpretation of nonschool violence in Table 1.1, the years prior to the 1960s may appropriately be called the "preescalation period" in American school violence. Consistent with Bayh's observations, a 1956

National Education Association survey reported that two-thirds of the 4,270 teachers sampled from across the United States reported that fewer than 1 percent of their students caused instances of disruption or disturbance, and "...95 percent [of the responding teachers] described the boys and girls they taught as either exceptionally well behaved, or reasonably well behaved" (National Education Association, 1956, p. 17).

We noted earlier that crime in general in America rose rapidly in the 1960 to 1975 period. Can analogous conclusions be drawn from acts of aggression toward persons and property in a school context? As is seen later, the answer is an unequivocal yes. In 1975, the Bayh Senatorial Subcommittee issued its Safe School Report. This survey of 750 school districts indicated that in America's schools between 1970 and 1973, homicides increased by 18.5 percent, rapes and attempted rapes increased by 40.1 percent, robberies increased by 36.7 percent, assaults on students increased by 85.3 percent, assaults on teachers increased by 77.4 percent, burglaries in school increased by 11.8 percent, drug and alcohol offenses increased by 37.5 percent, and the number of weapons confiscated by school personnel (pistols, knives, chunka sticks, and even sawed-off shot guns) increased by 54.4 percent. The National Association of School Security Directors reported that, in 1974, there were 204,000 assaults and 9,000 rapes in American schools. Matters had gone a very long way from spitballs and pigtails. There were 18,000 assaults on teachers in 1955, 41,000 in 1971, 63,000 in 1975; by 1979, the number of such attacks had risen to 110,000. The situation has not improved in the subsequent decade. In the 1988-89 school year, compared to the preceding year, school crime increased 5 percent and in-school weapons possession rose 21 percent in California's public schools ("School Violence," 1990). In a similar comparison, the New York City public school system has reported a 35 percent increase in assaults on students and school staff, a 16 percent increase in harassment, a 24 percent increase in larceny, and an overall crime rate increase of 25 percent. Noteworthy is the fact that the greatest increase in crime rate occurred at the elementary school level ("School Crime Rates," 1990). The level of assaults on teachers in America's public schools is sufficiently high that the vocabulary of aggression has been expanded to include what Block (1977) has called the "battered teacher syndrome": a combination of stress reactions including anxiety, depression, disturbed sleep, headaches, elevated blood pressure, and eating disorders.

The seriousness of these attacks on teachers notwithstanding, it must be remembered that most aggression in America's schools is directed toward other students. Victimization data from twenty-six major American cities surveyed in 1974 and 1975 indicated that 78 percent of personal victimizations in schools (rapes, robberies, assaults, and larcenies) were students (McCormott, 1979). Ban and Ciminillo

(1977) report that in a national survey the percent of principals who report "unorganized fighting" between students had increased from 2.8 percent in 1961 to 18 percent in 1974. Examining much of the data on correlates of aggression toward students, Ianni (1978) reports that seventh graders are most likely to be attacked, twelfth graders the least likely; at about age 13 the risks of physical attack tend to be greatest. Fifty-eight percent of such attacks involve victims and offenders of the same race; 42 percent are interracial. It has also been demonstrated that the smaller the size of a minority group in a school, the more likely its members will be victimized by members of other racial groups.

The 1989 annual school crime report from the School Safety Council reports that almost three million students, faculty, staff and visitors were crime victims in American schools in 1987. Two and a half million of these were thefts. During the first half of 1990, approximately nine percent of all students, age 12 to 19, were crime victims in the United States -2 percent of violent crimes, 7 percent of property crimes. Fifteen percent say their schools had gangs. Sixteen percent claim their school had an actual or threatened attack on a teacher. (School crime: A national crime victim survey report, 1991). Siegel (1991) adds that "...although teenagers spend only 25 percent of their time in school, 40 percent of the robberies and 36 percent of the physical attacks involving this age group occur in school."

A 1990 report, aptly titled Caught in the Crossfire (Center to Prevent Handgun Violence, 1990), fully captures the central role of firearms in the more recent surge of school violence. From 1986 to 1990, 71 people (65 students and 6 employees) were killed by guns in American schools. Another 201 were seriously wounded, and 242 were held hostage at gunpoint. Older adolescents were most frequently perpetrators, as well as victims. Such school gun violence grew from gang or drug disputes (18 percent), longstanding arguments (15 percent), romantic disagreements (12 percent), fights over possessions (10 percent), and accidents (13 percent). An estimated 270,000 students carry handguns to school one or more times each year. The American School Health Association (1989) estimates that 7 percent of boys and 2 percent of girls carry a knife to school every day.

The nature of leadership and governance in a school can be a major correlate of violence within its walls. A firm, fair, consistent principal-leadership style, for example, has been shown to be associated with low levels of student aggression. High levels of arbitrary leadership and severe disciplinary actions tend to characterize schools experiencing high levels of aggression. School size is a further correlate of school violence: The larger the school, the more likely its occurrence. Such a relationship, it has been proposed, may grow from the

easier identification of students and by students in smaller schools, and such consequences of larger schools as nonparticipation in governance, impersonalness, and crowding. Crowding is a particularly salient school-violence correlate, as aggressive behavior in fact occurs more frequently in more crowded school locations - stairways, hallways, and cafeterias - and less frequently in classrooms themselves. Other often-chronic "casuality zones" include lavatories, entrance and exit areas, and locker rooms. Student violence is most likely during the time between classes, and, for reasons that may have to do with "spring-fever effects," during the month of March. With a number of exceptions, school violence also correlates with the size of the community in which the school is located. The proportion of American schools reporting serious levels of aggressive behavior is 15 percent in large cities, 6 percent in suburban areas, and 4 percent in rural areas. Public school students were slightly more likely to be victimized than were private school students.

**AGGRESSION TOWARD PROPERTY**

School vandalism, defined as acts that result in significant damage to schools (Greenberg, 1969), has been characterized, in terms of perpetrator motivation, as predatory, vindictive, or wanton (Martin, 1961) and, in terms of perpetrator perception, as acquisitive, tactical, ideological, revengeful, playful, and malicious (Cohen, 1971). Across motivational or perceptual subtypes, vandalism viewed collectively is an expensive fact of American educational life. Though estimates for some years show not inconsiderable variability, several reports lead to a consensus view that, in more or less direct parallel to incidence statistics for aggression toward people in schools, aggression toward property increased substantially in the several years ending in the mid-1970s, and then generally leveled off at what is best described as an absolutely high level (Casserly, Bass, & Garrett, 1980; Inciardi & Pottieger, 1978; Rubel, 1977, New Jersey Commissioner's Report to the Education Committee, 1983; Wetzel, 1989). One hundred million dollars of such school vandalism is reported to have occurred in 1969, 200 million dollars in 1970, 260 million dollars in 1973, 550 million dollars in 1975, and 600 million dollars in 1977.[1] Matters have worsened in subsequent years. Los Angeles County reports a 14

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[1]As the National Education Association's (1977) Report indicates, as these years passed and vandalism costs grew, approximately half of such costs were directly due to property damage incurred, and the remaining half represented indirect vandalism costs associated with hiring and supporting a security force, use of security devices, and so forth. These total vandalism cost figures typically have not included one additional and major hidden cost of such property destruction: insurance.

year vandalism expenditure in its schools of $52 million from property damage, $32 million as a result of arson, and $25 million due to theft and burglary of school property (Los Angeles County Office of Education, 1988). In 1977, 24,000 of America's 84,000 public schools reported the occurrence of some major vandalism each month. Concretely, in the 84,000 schools, each month there were substantial reports of trespassing (10.9 percent), breaking and entering (10 percent), theft of school property (12.3 percent), property destruction (28.5) percent), fires or false alarms (4.5 percent), and bomb threats (1.1 percent). In 1979, America's schools reported 20 million thefts and 400,000 acts of property destruction. By 1991, 1 of 8 teachers and 1 of 9 students in America's schools reported incidents of stealing within any given month (Miller & Pring, 1991). Others report concurring data regarding continuing high levels of in-school theft (Harris, Gray, Rees-McGee, Carroll & Zaremba, 1987; Hutton, 1985). Arson, a particularly dangerous form of vandalism, perhaps deserves special comment. From 1950 to 1975, while the number of students in average daily attendance in American public schools was increasing by 86 percent, school arson increased 859 percent (Rubel, 1977). The annual cost of school fires increased from 17 million dollars in 1950 to 106 million dollars in 1975. Even discounting inflationary influences, the cost of school arson increased by 179 percent in constant dollars during this period. Though window breaking is the most frequent single act of aggression toward property in schools, arson is clearly the most costly, typically accounting for approximately 40 percent of total vandalism costs annually.

Although early research suggested that most vandalism was committed by lower-class minority males (Bates, 1962; Clinard & Wade, 1958), vandalism has since apparently become distributed in a more egalitarian manner. The school vandal of today is just as likely to be white as nonwhite (Goldmeir, 1974), middle class as lower class (Howard, 1978), and (at least for graffiti and similar acts) female as male (Richards, 1976). Most vandals are 11 to 16 years old (Ellison, 1973); are no more disturbed on formal psychological evaluations than youngsters who do not vandalize (Richards, 1976); are frequently students who have been left back (Nowakowski, 1966); are often truant (Greenberg, 1974), and have frequently been suspended from school altogether (Yankelovich, 1975).

In connection with school correlates of student vandalism, Greenberg (1969) reports that rates tend to be highest in schools with obsolete facilities and equipment and low staff morale. Leftwich (1977) found a similarly strong relationship between high teacher turnover rates and level of vandalism. Mayer & Sulzer-Azaroff (1991), in their research on school "setting events" which appear to influence, or at least covary with, the occurrence of high levels of school vandalism point to an overly punitive school environment, characterized in particular by (a)

over-use of punitive control methods, (b) inadequate clarity of school and classroom rules and disciplinary policies, (c) inconsistent or weak administrative support and follow-through, and (d) inadequate attention and responsiveness to individual differences among students regarding both academic matters as well as behavior management approaches. In contrast, vandalism has been found to be unrelated to teacher-student ratios, to the proportion of minority students in the school, or to the percent of students whose parents were on welfare or unemployed (Casserly et al., 1980). Community characteristics are also often important influences upon in-school events. In this connection, school vandalism tends to be correlated with community crime level, degree of nonstudent (intruder) presence in school, and nature of family discipline.

We have focused thus far in this section on costs and correlates of school vandalism. It is also instructive to note factors associated with low levels of aggression toward property in schools. These include informal teacher-teacher and teacher-principal interactions, high levels of teacher identification with the school, and low student-dropout rates (Goldman, 1961). The Safe School Study (Bayh, 1975) also reported vandalism to be lower when school rules were strictly but evenhandedly enforced, parents supported strong disciplinary policies, students valued teachers' opinions of them, teachers avoided use of grades as disciplinary tools, and teachers avoided use of hostile or authoritarian behavior toward students.

In addition to those violence and vandalism correlates which we have described thus far that may prove in subsequent research to be causatively related to aggression in schools, a large number of factors have already been proposed as just such antecedents. Aggression toward persons or property in schools has been held to result, in part, from low student self-esteem, student frustration associated with learning disabilities or emotional problems, insufficient student participation in school rule making, student exclusion, truants, intruders, gang influences, and student alcohol and drug abuse. Also implicated has been an array of purported teacher inadequacies: disrespectfulness, callousness, disinterest, incompetence, and middle-class bias. Schools themselves have been considered as wellsprings of violence and vandalism when they are too large, impersonal, unresponsive, nonparticipatory, over-regulated, oppressive, arbitrary, or inconsistent. American society at large, in less direct but perhaps more basic senses, has been implicated as a multiple source of aggression in schools, as a function of widespread aggression out of school, the breakdown of the American family, television influences, ethnic conflict, unemployment, poverty, inadequate health services, and an array of related social ills.



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We have stated that the human and economic costs of aggression toward people and property in America's schools is very substantial. After decades of what, at least in retrospect and probably in reality, seem like negligible incidence rates, both classes of aggression increased precipitously during the late 1960s and early 1970s, held steady for a period, and subsequently have continued to climb to higher and higher levels. There are several reasons to suspect that even these apparent current levels may be serious underestimates. Inconsistent and imprecise definitions of violence and vandalism, inaccurate or nonexistent record keeping, unwillingness to report acts of aggression, fear of reprisal, wide variance in reporting procedures, and school administrator concern with appearing inadequate each may lead to markedly underestimated and underreported incidence statistics. In fact, it has been estimated that actual levels of school violence and vandalism may be as much as 50 percent higher than that generally reported (Ban & Ciminillo, 1977).

## POTENTIAL SOLUTIONS

The response of the educational community to this immense and unremitting problem has been energetic, creative, and sustained. A very large number of potential solutions has emerged, some aimed at students themselves, others at teachers, administrators, or the wider community in which the school functions. Hoped-for solutions have been almost as varied as they are numerous: humanistic, behavioral, electronic, architectural, organizational, curricular, administrative, legal, and more. Table 1.2 is a comprehensive listing of 137 of these intended solutions to aggression in school, a presentation we include here to provide a sense of the sheer scope and number of such efforts. All of these interventions have in fact been implemented in one, and often many, American schools. Some have been systematically evaluated for their impact on violence and vandalism, others have been examined more cursorily, and still others not at all.

As noted earlier, the magnitude and social and economic costs of school violence in the United States are substantial. Table 1.2 shows us, equally clearly, that the response of the American education establishment to this painful and costly trend has been energetic and constructive. Success at controlling, reducing, or even preventing school violence may be enhanced considerably, we believe, when the techniques thus identified are not only refined and systematically implemented, but also when they are used in optimal combinations. This will be especially true, we feel, when combinations of singly successful interventions are <u>simultaneously</u> targeted toward the different sources immediately or implicitly responsible for school violence - the youngsters themselves, the teachers, the schools, the larger community.

TABLE 1.2. Attempted Solutions to School Violence and Vandalism

I. STUDENT ORIENTED

Diagnostic learning centers
Regional occupational centers
Part-time programs
Academic-support services
Group counseling
Student advisory committee
Student governing boards
Student patrols (interracial)
Behavior modification: contingency management
Behavior modification: time out
Behavior modification: response cost
Behavior modification: contracting
Financial accountability
School transfer
Interpersonal skill training
Stress inoculation training
Problem-solving training
Moral education
Aggression Replacement Training
Value clarification
Individual counseling
Self-esteem enhancement programs
More achievable reward criteria
Identification cards
Peer counseling
Participation in grievance resolution
Security advisory council
School-safety committee
Codes of rights and responsibilities

II. TEACHER ORIENTED

Aggression-management training for teachers
Increased teacher-student nonclass contact
Teacher-student-administration group discussions
Low Teacher-pupil ratio
Firm, fair, consistent teacher discipline
Self-defense training
Carrying of weapons by teachers
Legalization of teacher use of force
Compensation for aggression-related expenses
Individualized teaching strategies
Enhanced teacher knowledge of student ethnic milieu
Increased teacher-parent interaction
Robbery, rape, hostage-taking survival training
Instruction on dangerous settings

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III. CURRICULUM

Art and music courses
Law courses
Police courses
Apprenticeship programs
Courses dealing with practical aspects of adult life
Prescriptively tailored course sequences
Work-study programs
Equivalency diplomas
Schools with walls
Schools within schools
Learning centers (magnet schools, educational parks)
Continuation centers (street academies, evening high schools)
Minischools
Self-paced instruction
Idiographic grading
Career preparation courses and activities

IV. ADMINISTRATIVE

Use of skilled conflict negotiators
Clear lines of responsibility and authority among administrators
School-safety committee
School administration-police coordination
Legal-rights handbook
School-procedures manual
Written codes of rights and responsibilities
Aggression-management training for administrators
Democratized school governance
Human-relations courses
Effective intelligence network
Principal visibility and availability
Relaxation of arbitrary rules (re smoking, dressing, absences, etc.)

V. PHYSICAL SCHOOL ALTERATIONS

Extensive lighting program
Blackout of all lighting
Reduction of school size
Reduction of class size
Close off isolated areas
Increase staff supervision
Implement rapid repair of vandalism targets
Electronic monitoring for weapons detection
Safety corridors (school to street)
Removal of tempting vandalism targets
Recess fixtures where possible
Install graffiti boards

Encourage student-drawn murals
Paint lockers bright colors
Use ceramic-type, hard-surface paints
Sponsor clean-up, pick-up, fix-up days
Pave or asphalt graveled parking areas
Use plexiglass or polycarbon windows
Install decorative grillwork over windows
Mark all school property for identification
Open and observable school buildings
Preventive custodial maintenance
Use intruder detectors (microwave, ultrasonic, infrared, audio, video, mechanical)
Employ personal alarm systems
Alter isolated areas to attract people traffic

VI. PARENT ORIENTED

Telephone campaigns to encourage PTA attendance
Antitruancy committee (parent, counselor, student)
Parenting-skills training
Parents as guest speakers
Parents as apprenticeship resources
Parents as work-study contacts
Increased parent legal responsibility for their children's behavior
Family education centers
Parent-student nonviolent contracts

VII. SECURITY PERSONNEL

Police-K-9 patrol units
Police helicopter surveillance
Use of security personnel for patrol
Use of security personnel for crowd control
Use of security personnel for intelligence gathering
Use of security personnel for record keeping
Use of security personnel for teaching (e.g., law)
Use of security personnel for counseling
Use of security personnel for home visits
Development of school security manuals

VIII. COMMUNITY ORIENTED

Helping-hand programs
Restitution programs
Adopt-a-school programs
Vandalism-prevention education
Mass-media publication of cost of vandalism
Open school to community use after hours



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Improved school-juvenile court liaison
Family back-to-school week
Neighborhood Day
Vandalism watch on or near school grounds via mobile homes
Encourage reporting by CB users of observed vandalism
Community-education programs
More and better programs for disruptive/disturbed youngsters
School-community resources coordination

IX. STATE AND FEDERAL ORIENTED

Establish uniform violence and vandalism reporting system
Establish state antiviolence advisory committee
Stronger gun-control legislation
Enhanced national moral leadership
Better coordination of relevant federal, state, community agencies
Stronger antitrespass legislation
More prosocial child-labor laws

Let me stress here, it is our view that successful efforts to reduce violence must focus not only upon the perpetrators of such violence, but also on the aggression-teaching, aggression-encouraging, aggression-rewarding persons, groups and environments of which such youngsters are a part. Since 1976, our research group at Syracuse University has been developing and evaluating one such school violence intervention - Aggression Replacement Training. We currently have it in place in a great many schools - elementary and secondary - in the United States, where it is implemented both on a rehabilitative basis for youths already behaving in a chronically aggressive manner, and on a preventative basis, especially for so-called "at risk" youngsters not yet so involved. Aggression Replacement Training required that each youth, each week, attend three meeting:

•skillstreaming - in which a series of pro-social behaviors are systematically taught via the use of modeling, role playing, performance feedback and skill homework, as well as other transfer-encouraging procedures;

•anger control - in which participating youth are trained in the skills necessary to reduce their levels of anger arousal; and

•moral education - in which youths are taught a set of procedures designed to raise their level of fairness, justice and concern with the needs and rights of others. The skillstreaming class teaches him or her what to do instead of aggression. The anger control class helps the youngster learn what not to do. And the training received in moral reasoning provides why-to-do-it motivation regarding behaving prosocially. What is significant about our approach as far as reductions in school (or home or street) violence is concerned is that in our several evaluations of its effectiveness our most successful results emerged when we provided aggression replacement training (A.R.T.) not only to the youths themselves, but also to the other significant people in their environments. For example, when we compared recidivism outcomes for (1) youths getting no A.R.T. versus (2) youths getting A.R.T. versus (3) youths and their parents receiving it, it was this last group which obtained the best outcome by far (Goldstein, Glick, Irwin, Rubana & Pask, 1989).

In the same, try-to-change-the youths'-environment spirit, we are currently implementing a project with the support of the N.Y.S. Division of Criminal Justice Services in which A.R.T. is offered to a series of intact juvenile gangs, e.g., the Low Lives in the Brownsville section of Brooklyn, the Avenue U Boys in Sheepshead Bay, etc. Again, our goals here are to both teach the participating youth new and more constructive ways to respond to situations which in the past elicited their aggression and, at the same time, alter their interpersonal worlds so that when they do behave prosocially, their peers will be more like to support and not denigrate such positive behaviors.

Thus, we are urging that school violence be responded to comprehensively. It is not only perpetrators and potential perpetrators who must be the targets of our intervention efforts, but also their peers, parents, teachers and school administrators. Such programming exists. The question, I believe, is whether our societal priorities are such that we will have the fiscal and political will to use them.

Thank you again for this opportunity to appear before you and share our views and experience.

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**STATEMENT OF EDWARD MUIR, CHAIRMAN OF THE SCHOOL SAFETY COMMITTEE OF THE UNITED FEDERATION OF TEACHERS**

Mr. MUIR. Good morning, or by this time good afternoon.

Mr. SERRANO. You have been here since morning and we thank you for that.

Mr. MUIR. Congressman Serrano and Congressman Owens, I bring you the greetings of Sandra Feldman, President of the United Federation of Teachers, and of Albert Shanker, the President of our parent organization, the American Federation of Teachers. Both wanted me to indicate to you their enthusiastic support for the Classroom Safety Act of 1992. We will be enthusiastically supporting this legislation.

Just a couple of facts, and I am going to be very brief: That in New York City last year the age group that contained the most murderers was the 14-to-19 year olds. They are in our public schools. The age group that contained the most murder victims is that same age group, the 14-to-19 year olds, also in our public schools. This school is no stranger to that.

On October 8th of this school year, a young man from another high school was shot to death within 100 yards of where we sit now, right outside of this school. We have major problems in this city regarding school safety and security; many of them can be traced to one basic fact: That this year we opened the school year with 2,500 fewer teachers than we had last year, and 25,000 additional students. With that kind of numbers hit, no system can run like a Swiss watch.

We have schools that the adults have a difficult time trying to keep control over the situation. We have some trends that we have been following as far as kids and guns during the last several years. In 1989-90 teachers have reported to us some 20 gun incidents in and around schools, mostly involving random gunshots into schools from nearby buildings or the streets around the schools. Last year there were 45 such reports of gun incidents, including some 12 individuals hit by gunfire and in this borough, in a junior high school, in Community School District Number 7, a youngster was killed right outside of the building the day before the Christmas vacation of that school year.

In the 1991-92 school year, we are now still, with 2 months to go, well over 100 gun incidents reported to us, including eight people killed, one of them in a school-related incident. A member of our organization, Audrey Chassen, who was killed while leaving a meeting and going back to her own school. We have had three youngsters, as you know, killed inside of the building, five others were killed in the vicinity of the buildings.

One of the things that I have seen over the years, as far as the guns are concerned: Five, 10 years ago the guns were a problem of gang members, drug dealers, the big, bad, dude, macho men. Now we start to see, for example, in the three instances at Thomas Jefferson High School: In the first instance in November, a little 14-year old parochial school graduate, the runt of the litter, hardly a big, bad, macho-man type, engaged in a little pay-back situation which cost a life and wounded one of our members, put him in the

hospital, he still has not been able to return to work. In the other instance, when the Mayor was due to visit that school, once again, it was a younger kid getting revenge against older kids. So we see that we are moving from one area of violence where it is the gangster "want-to-be's," the "gangsters-in-training," to the general population out there feeling the need that they have to arm themselves and, indeed, use these weapons.

Part of the problem that I see personally is that if we put metal detectors in every single high school in New York City, and we make sure that not one death occurs in New York City high schools as the result of the use of a firearm, have we done something creative or have we just changed the locale? Will the murder rate go down between 9a.m. and 3 p.m. only to escalate between 3 p.m. and midnight?

So what we are looking for as far as this legislation is concerned are programs that are aimed at changing—I hate to use this word—the "Gestalt," where kids feel that they have to go get these things and, in order for them to survive, use them.

I was told by a teacher the day after the first instance of homicide at Thomas Jefferson High School that it was easier to buy a gun in East New York than it is to buy a book. We have to change that.

One of the things we see is that too many of our young people see absolutely no difference between the school and the street. Shoot them here or shoot them there, it doesn't make any difference. We have to change that.

Thank you gentlemen. Thank you for the opportunity to speak today.

[The prepared statement of Mr. Muir follows:]

STATEMENT OF EDWARD MUIR, DIRECTOR, UFT SCHOOL SAFETY DEPARTMENT

Representative Serrano, Representative Owens, on behalf of Sandra Feldman and the United Federation of Teachers, I want to thank you for holding these hearings and for proposing this vital legislation. You are well aware of the terrible toll violence has taken in some of our schools this year.

As of this date, there have been over 100 gun incidents in and around schools reported to us by teachers. They include eight individuals killed—one less than 100 yards from where we sit. On October 8, 1991, a student from another high school was shot and killed outside of this school, after 2 days of reported gunfire at the same location.

The trend has been ominous, in the 1989-90 school year we had 20 such gun incident reports. Last year, 45, and now over 100 with 2 months to go in the school year.

All this in a city where there are 25,000 more kids in schools than the previous year and 2,500 fewer teachers and where an additional $28 million had to be found to beef up security at only 40 schools.

I would be remiss if I did not mention the impact on our teachers and other staff members. As you know, one of our teachers here in the Bronx, Audrey Chasen, was killed driving back to her school from a meeting. One teacher was shot and wounded as he left his Brooklyn school while another was shot and wounded at Thomas Jefferson High School when the first student was murdered there last November. In all, incidents with staff members as victims in the high schools are up close to 50 percent this year compared to last year. Where to look for blame? Try the Federal, State, and city governments.

The Federal Government for a decade of neglect and the State and local governments for politics as usual. We, therefore, welcome your bill and will support it. We have to end the violence not only in our schools but among our children. One of the saddest pieces of information to come out of the New York City Police Department recently is that the age group with the most murderers and murder victims is the

14 to 19 year age group. We need programs that will insure safety in schools but also in the communities. It doesn't do much good to change the locale and timeframe of violence if the body count remains the same.

So we applaud your leadership and hope that the Classroom Safety Act of 1992 will pass the Congress, be signed by the President and makes an impact on this most serious problem.

Thank you.

Mr. SERRANO. Thank you very much.

I would like Congressman Owens to lead in the round of questions.

Mr. OWENS. I want to thank both of you for your testimony, and take a rather different approach to questioning here than with previous speakers. You both are professionals and move among other professionals and represent groups of professionals.

What are you talking about, I think, Mr. Muir, you used the word, a change of the "Gestalt," what I call the culture of the gun. We have a duty to our children. This bill with its called-for experimental demonstration model program would be—the effectiveness of that would be wiped out totally if we don't do something about the larger culture of the gun. I think it is appropriate to ask what are you doing? What is UFT doing about the culture of the gun on a level where they can be effective?

For example, a very controversial item, I proposed that we repeal the Second Amendment. The Second Amendment calls for the right to bear arms. Actually, it spells out what they mean by the right to bear arms, they are talking about the right of local militia to bear arms. In this day and age local militia would be defined as the police department and the National Guard. You know, it really doesn't say that individuals have the right to bear arms, but it is used by the National Rifle Association and other people who want to keep guns out there, including the manufacturers of guns, the wholesalers of guns.

There's a whole industry that you are fighting against, and yet they are destroying our children. They are increasing the misery level for our adults. Guns need to be dealt with in this culture. Other industrialized nations do a better job, as some of Mr. Goldstein's statistics show. They do a far better job of controlling guns. It won't solve the problem of violence but, number one, we would make the step. You know, we have far more vigorous, intense and loud crusades against pornography than we do against violence. It is not certain how many people die as a result of pornography. We can give you definite statistics as to how many die as a result of guns being introduced into a culture of violence.

So I wonder what steps can we look forward to being taken which would support the environment in which this kind of bill operates.

Mr. MUIR. Let me give you some idea of what we have been doing so far: One of the things that we did was try to bring national focus to this particular problem, and we did that by participating and taking part and helping to structure a prominent piece on the news program Sixty Minutes that featured at the beginning of this school year, where the title was "The Secret Epidemic," the epidemic of the gun.

The other thing we have done is we have been participating with the Center to Control Handgun Violence, the Brady people and in-

stituting the STAR program in New York City Public Schools. In fact, it really took some kicking and screaming and putting the spurs to the bureaucracy at 100 Livingston Street to make sure that this program got instituted. And it went much too slow and it was by, you know, the people down there who deal with the curriculum, just another piece on their plate, and we had to emphasize to them that every hour, every day you delay is costing lives. We are now up and running in 30 junior high schools. We want this to be in place in every school.

This is a curriculum piece. Teachers do what they do best and that's teach. And so one of the things that we want is to have this across the board.

Mr. OWENS. Could the AFT or the UFT raise objections to movies like Rambo and start a crusade against those kinds of movies?

Mr. SERRANO. I don't know what's been happening on the national level, but we here in New York certainly have. I think that one of the things that I will take back to the American Federation of Teachers, and they have contacted me about this hearing and about your bill, that we really need a nationwide effort, an education effort, maybe with public service announcements, to do something about that very thing.

Mr. SERRANO. Mr. Goldstein?

Mr. GOLDSTEIN. I certainly agree with your interpretation of the Second Amendment. I fear, however, that the major inroads with regard to gun control in our country are much more likely to come from your place of employment, the U.S. House of Representatives, than mine. I think both legislation and moral leadership in that regard have really not been forthcoming in recent times, and I think that is where the action is going to have to take place and I am delighted to deal with the kinds of things they are talking about.

Mr. OWENS. But Boards of Education have spent long periods of time discussing pornography, discussing books and lecture policies where there might have been something offensive with regard to sex. Don't you think there is a vacuum there in terms of we really haven't had an attack on violence by people who are in charge of educating our children?

Mr. GOLDSTEIN. You're right. And the research evidence is very clear that of the two the much more malignant is the exposure to violence. The television industry, for example, is extremely powerful, extremely able, like the tobacco industry, to turn their back on an immense array of scientific evidence regarding the effects, for example, of television violence, and so far the levels have continued to creep up.

Mr. OWENS. Thank you.

I will have to leave at this point, gentlemen.

I want to congratulate our Chairman on a great hearing.

Mr. SERRANO. Well, thank you. And we thank you Congressman for being with us.

Congressman Owens is from Brooklyn, and a good friend for a long, long time; certainly my role model, even though we're the same age. It was good to have you with us today.

Professor, a couple of years ago a group of American citizens complained to the PBS affiliates claiming that Fred Rogers, Mr.

Rogers, was too effeminate and too tacky in some way for their children, that they needed a role model on television that was stronger and tougher. Couple that with the fact that the President, Mr. Bush, was at his highest popularity when we were dropping bombs all over Iraq, am I barking up the wrong tree when I say that our society seems to be sending a message and our government sends the message to people, that violence is acceptable and that softness and kindness may not be; that Fred Rogers is too nice a guy to be my child's role model, but a military invasion in Panama or that kind of action might be? And just one last point, which was a very touchy subject to deal with, but if you recall, the greatest celebration we have had in the last few years was welcoming home the returning troops. Now we understand that and we all support that, but is there a message there that we have not held a parade for anybody who found a cure for any disease in recent time?

Mr. GOLDSTEIN. It really does get back to your earlier and very important question about what are our models in society. You are absolutely right. I think that is very much of a bull's-eye, if you will pardon the use of that term in this context.

In fact, those are our models; and gentleness and tenderness and empathy and consideration tend not to be thought of as "masculine qualities," not to become the model that at least the media and many aspects of American society look up to and I think we all pay a major price for it. You are absolutely correct.

Mr. SERRANO. Professor, in your statement you give a long list of possible solutions to stemming violence. In part two of this list you mention teacher training. How would teachers participate in these training programs and would it take them out of the classroom, which I am sure is one of the questions that the professionals in the field always ask.

Mr. GOLDSTEIN. The teachers are overworked and underpaid and I am very much aware of that. The other side of it is that increasingly teachers are getting less and less opportunity to do what they are getting paid for, and what they want to do is teach as opposed to getting so actively involved in behavior management all the time. There are a handful of, I think, reasonably effective programs around, no magic. I would like to think that our program, aggression replacement training is one of them. We run workshops for teachers around the country that can, in fact, be implemented in classes. But, yes, it is extra work for teachers and there are problems with that because the teaching profession, which should be one of our most honored and handsomely paid professions in our society is quite the opposite. It is just another example of the ways in which America doesn't reward those who take care if its children.

Mr. SERRANO. Let me ask you what certainly could be a loaded question: In spite of the influences at home and in the community, can schools be prepared to deal with the violence issue in spite of the outside influence, and I am asking the Professor first.

Mr. GOLDSTEIN. Complex problems have to have complex answers. There is no single answer to cancer, poverty, drugs or aggression. There are lots of little pieces to the answer; schools can be a part of the answer.

It is unfortunate that the typical teacher today, when she or he stands in front of the class, sees two aggressive kids, a pregnant kid, one's bulemic, one was working and so on and so forth, and all society's problems have increasingly made the teacher the lawyer, counselor, judge, therapist, so on and so forth. Yes, teachers can be a significant part of the answer. No, teachers in schools cannot be the entire answer.

Mr. MUIR. I just want to comment on that.

Mr. SERRANO. Go ahead, please.

Mr. MUIR. One of the things that we know works best is early childhood education. To have the kids in school at a very early age; and those kinds who have been tracked who have started at age 3½ to 4 rather than at 5 or 6, their chances of being successful, of turning out to be upstanding citizens is so much greater that it boggles the mind to anyone who looks at the data and says, "Why don't we put our money here?" Because this is the thing that is going to turn it around. This is the thing that is going to make the difference.

Mr. SERRANO. I would like both of you to comment on, the student we had on the previous panel, Mr. Ramos. He is the Vice President of the Student Government Council, and certainly is not on that panel because he had a problem bringing a weapon into the school. He made a very dramatic statement in which he said for the most part these youngsters who get involved in violence have no one at home to turn to and they're crying out for help. It was also interesting that when I asked him how he dealt with his frustrations, did he speak to his peers? He said he didn't. And yet he is, at this point, what you would consider a success story. He is not the problem, he is part of the solution, yet even he was not speaking to his peers about frustration.

I would like both of you to comment on his statement, because that was the statement that we were looking for today from someone who is there trying to do it differently, and yet with all of these pressures around him.

Mr. GOLDSTEIN. His statement about not relating to his peers, is that the part you are referring to?

Mr. SERRANO. Well, that, but also the fact that he said that most youngsters that get involved in violence have a serious problem at home or that they have no one to talk to about their frustration.

Mr. GOLDSTEIN. There is an interesting body of research emerging on so-called resilient or invulnerable children. These are youngsters who grow up in types of environments that have high crime, drug use, school dropout, the kinds of youngsters growing up in a place where you would bet this kid is going to be in trouble. He would be in the Division for Youth by age 12 and so on and so forth, and he doesn't. There are a certain number of kids, perhaps like the young man you were talking about, who seem to sail on through.

When the research looks at what do these kids have in common that somehow they were able to, while living in this environment——

Mr. SERRANO. In spite of everything.

Mr. GOLDSTEIN. [continuing] in spite of everything, one of the things, not the only thing, but one of the things is they have man-

aged to attach themselves to a good, pro-social model. The kind of question you raised before and I want to sort of get back to that with this question you are raising now. It can be a parent, but when the parent isn't there it can and often is a teacher or a coach or a priest or a cousin or somebody. I don't think our models, our support figures, have to be famous athletes, politicians or whatever. I think they have to be famous, little "f," in the sense that for me, as a teenager, this uncle, he's famous, he's strong, he's something.

So I think what kids can do is patch together by reaching out and being encouraged to reach out to the kind of models that can help them when they grow up in the kinds of dysfunctional home environments that you mentioned.

Mr. SERRANO. Mr. Muir?

Mr. MUIR. I would like to comment on that.

You know, we have some alternative schools in New York City. One of the things we know about those alternative schools is that they are relatively violence-free. We don't have a weapons problem there; we don't have an assault problem there. And one of the things that is startling about that is that these are kids, for the most part, who couldn't succeed in a place like James Monroe High School. Either they had problems with attendance, they had problems with academic achievement, they had problems with their behavior, they were square pegs in round holes and they couldn't make it here. But when we put them into that setting they flourish. And why do they flourish? What is the fertilizer, if you will, for that flourishing of those young people in those settings?

Well, instead of one guidance counselor for every 1,000 kids, there is one guidance counselor for a 100 kids. Instead of a class size of 35, there is a class size of 10 to 12 or 15. They are not merely a cycle, they are not merely a number, they are not merely a can coming down the conveyer belt. They become, to the adults in that building, human beings with names, with identities, with personalities, with quirks, with foibles, with hopes. And there is interaction on that basis, simply because you are able to put that number of caring adults into a situation with those kids. I am sure if this kid was in a setting like that, he would be able to open up too.

Mr. SERRANO. Let me thank both of you for your testimony, and especially I want to thank you for waiting. I know you've been around a long time today. It's been a long hearing, but it's been a good hearing. Thank you very much. We have gotten a good cross-section of testimony today.

As you know, all of the written statements will be entered into the record.

I am sorry to say that it might be that because of what happened in L.A. happened this weekend, we may now enter a new period similar to the period during which I grew up, the late 60's, where we may begin to understand that we have got as many problems here at home as we do overseas.

The dropout rate, the disintegration of the family and, above all, racism could be the real destruction of this country, if not in total, certainly as we know it, from a major power to a second-rate power.

Now, communism is basically gone and the people we used to fear as people who could destroy us we now find cannot even feed themselves and are involved in civil wars trying to determine their futures. Yet racism, even on a videotape, we still can't deal with. So I am hoping that we now take from this sad situation this weekend and bring about a new climate which may make the Classroom Safety Act of 1992 the kind of bill people will pay attention to.

I want to thank all of you for your involvement today and for allowing this semi-experiment to take place, and that we did it in front of a school audience with students involved as part of what I hope is a teach-in today.

I thank you and I want to thank our hosts today, Mr. Warren, James Monroe, the students, Mr. DeJesus; and without objection, the record of the subcommittee will remain open for 2 weeks to receive additional statements. The subcommittee will now stand adjourned.

[Whereupon, at 2:17 p.m., the subcommittee adjourned.]

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